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REPORTS

FROM

COMMITTEES:

TEN VOLUMES.

—*(2.)*—

DIPLOMATIC SERVICE.

Session

5 February —— 6 *August* 1861.

VOL. VI.

1861.

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1861.

TEN VOLUMES:—CONTENTS OF THE

SECOND VOLUME.

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DIPLOMATIC SERVICE:

459. REPORT from the Select Committee appointed to inquire into the Constitution and Efficiency of the present DIPLOMATIC SERVICE of this Country; together with the PROCEEDINGS of the COMMITTEE, MINUTES of EVIDENCE, APPENDIX, and INDEX p. 1

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REPORT

FROM THE

SELECT COMMITTEE

ON

DIPLOMATIC SERVICE;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

APPENDIX, AND INDEX.

Ordered, by The House of Commons, *to be Printed,*
23 *July* 1861.

459.

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Veneris, 8° *die Martii*, 1861.

Ordered, THAT a Select Committee be appointed to inquire into the Constitution and Efficiency of the present Diplomatic Service of this Country.

Veneris, 15° *die Martii*, 1861.

Committee nominated of—

Lord John Russell.	Sir John Acton.
Mr. Disraeli.	Sir Minto Farquhar.
The Judge Advocate.	Mr. Hankey.
Lord Stanley.	Mr. Hope.
Lord Harry Vane.	Mr. Grant Duff.
Mr. FitzGerald.	Mr. Monckton Milnes.
Mr. Layard.	Lord Claud Hamilton.
Sir James Fergusson.	

Ordered, THAT the Committee have power to send for Persons, Papers, and Records.

Ordered, THAT Five be the Quorum of the Committee.

Veneris, 26° *die Aprilis*, 1861.

Ordered, THAT Sir James Fergusson be discharged from further attendance on the Committee; and that Mr. Cochrane be added thereto.

Martis, 23° *die Julii*, 1861.

Ordered, THAT this Committee have power to report their Observations, together with the Minutes of Evidence taken before them, to The House.

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REPORT.

THE SELECT COMMITTEE appointed to inquire into the Constitution and Efficiency of the present DIPLOMATIC SERVICE of this Country;—HAVE considered the Matters to them referred, and have agreed to the following REPORT:

HAVING examined witnesses of all ranks in the Diplomatic Service, and several persons who have filled high office in connexion with the administration of the Department of Foreign Affairs, and having had the advantage of the Reports on the Diplomatic Services of other countries, and of the opinions of the principal Agents of the Government abroad, transmitted to the Foreign Office in answer to the Circular Dispatch of the 25th August 1860,—Your Committee have agreed to make the following recommendations to the House:

1. That there be two classes of examination previous to admission into the Service—a first and second—the Candidate selecting which he will undergo; if he pass the first he will be exempted from any further examination.

2. That the attachéship shall, for the future, be regarded as a probationary period of four years at the most, six months of which shall be spent in the duties of the Foreign Office.

3. That at the expiration of his attachéship, if his character and conduct are approved by the Minister under whom he has been placed, the attaché shall be nominated Secretary of a certain class, and be paid as such. It is understood that a commission be issued to every member of the Diplomatic Service on his first appointment as Secretary, so as to give him a claim to calculate his pension from that date.

4. That exchanges between members of the diplomatic body and clerks in the Foreign Office should be allowed, under the sanction of the Secretary of State.

5. That the present regulations, with regard to leave of absence of Ambassadors and Ministers, appear to press upon them with undue severity, and that the attention of the Secretary of State may be advantageously directed to this subject.

6. That, whenever it is practicable and fit, a residence for a term of years should be secured for the British Embassy or Mission. The rent and repairs to be defrayed at the public expense.

7. That the attention of the Secretary of State be directed to the salaries and allowances of the larger Missions, with the view of considering whether they are adequate to meet the greatly increased expenditure of living at the principal European capitals.

23 *July* 1861.

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PROCEEDINGS OF THE COMMITTEE.

Jovis 21° *die Martii*, 1861.

MEMBERS PRESENT:

Mr. Monckton Milnes.	Sir John Acton.
Mr. Grant Duff.	The Judge Advocate.
Sir Minto Farquhar.	Mr. Hope.
Lord Harry Vane.	Mr. FitzGerald.
Mr. Layard.	Mr. Hankey.

Mr. *Monckton Milnes* was called to the Chair.

[Adjourned to Monday, April 15, at One.

Lunæ, 15° *die Aprilis*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Sir John Acton.	Mr. Layard.
Mr. Grant Duff.	Sir Minto Farquhar.
Sir James Fergusson.	Mr. FitzGerald.
Mr. Hope.	Lord John Russell.
The Judge Advocate.	Lord Harry Vane.

The Committee examined Mr. *Hammond*.

[Adjourned to Thursday, at One.

Jovis, 18° *die Aprilis*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Sir John Acton.	Mr. Hope.
Mr. Grant Duff.	Sir Minto Farquhar.
Mr. Layard.	The Judge Advocate.
Mr. Hankey.	

The Committee further examined Mr. *Hammond*.

[Adjourned to Monday, at One.

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Lunæ, 22° *die Aprilis*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Lord John Russell.
Lord Claud Hamilton.	Lord Stanley.
Mr. Hankey.	The Judge Advocate.
Mr. Hope.	Lord Harry Vane.

The Committee further examined Mr. *Hammond.*

[Adjourned to Thursday, the 25th inst., at One.

Jovis, 25° *die Aprilis*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	The Judge Advocate.
Mr. Hankey.	Lord Claud Hamilton.
Mr. Hope.	

The Committee further examined Mr. *Hammond.*

[Adjourned to Monday, the 29th inst., at One.

Lunæ, 29° *die Aprilis*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Mr. Baillie Cochrane.	Mr. Hope.
Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Lord Stanley.
Mr. FitzGerald.	The Judge Advocate.
Lord Claud Hamilton.	Lord Harry Vane.
Mr. Hankey.	

The Committee examined Lord *Wodehouse*, attending by permission of the House of Lords.

[Adjourned to Thursday, 2d May, at One.

Jovis, 2° *die Maii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Sir John Acton.	Mr. Hankey.
Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Mr. Hope.
Mr. FitzGerald.	Lord Stanley.
Lord Claud Hamilton.	The Judge Advocate.

The Committee examined the Earl of *Clarendon*, attending by permission of the House of Lords.

[Adjourned to Monday, at One.

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Lunæ, 2° *die Maii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Sir John Acton.	Mr. Hankey.
Mr. Disraeli.	Mr. Hope.
Mr. Grant Duff.	Lord Stanley.
Sir Minto Farquhar.	The Judge Advocate.
Mr. FitzGerald.	Lord Harry Vane.
Lord Claud Hamilton.	

The Committee examined Sir *A. Buchanan* and Sir *J. Crampton*.

[Adjourned to Thursday, at One.

Jovis, 9° *die Maii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Sir John Acton.	Mr. Disraeli.
Mr. Baillie Cochrane.	Mr. Layard.
Mr. Grant Duff.	Lord Claud Hamilton.
Sir Minto Farquhar.	The Judge Advocate.
Mr. Hope.	Lord Harry Vane.
Mr. Hankey.	

The Committee examined the Hon. *Henry Eliot*.

[Adjourned to Monday, at One.

Lunæ, 13° *die Maii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Sir John Acton.	Lord Claud Hamilton.
Mr. Baillie Cochrane.	Mr. Hankey.
Mr. Disraeli.	Mr. Hope.
Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	The Judge Advocate.

The Committee examined Viscount *Stratford de Redcliffe* (attending by permission of the House of Lords), and the Hon. *W. Stuart*.

[Adjourned to Thursday, at One.

Jovis, 16° *die Maii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Sir John Acton.	Mr. Hankey.
Mr. Grant Duff.	Mr. Hope.
Mr. Baillie Cochrane.	Mr. Layard.
Sir Minto Farquhar.	The Judge Advocate.
Mr. FitzGerald.	

The Committee examined the Earl of *Malmesbury* (attending by permission of the House of Lords), and Mr. *Earle*.

[Adjourned to Monday, 27th inst. at One.

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Lunæ, 27° *die Maii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Mr. Grant Duff.	Mr. Hope.
Sir Minto Farquhar.	Mr. Layard.
Mr. Hankey.	

The Committee examined Sir *G. Hamilton Seymour*, and Mr. *Rumbold*.

[Adjourned to Thursday, at One.

Jovis, 30° *die Maii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Mr. Grant Duff.	Mr Hankey.
Sir Minto Farquhar.	Mr. Hope.
Mr. FitzGerald.	Mr. Layard.
Lord Claud Hamilton.	The Judge Advocate.

The Committee examined the Earl *Cowley* and Mr. *Strachey*.

[Adjourned to Monday, at One o'clock.

Lunæ, 3° *die Junii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Mr. Baillie Cochrane.	Mr. Hope.
Mr. Grant Duff.	Mr. Layard.
Mr. FitzGerald.	Lord Stanley.
Mr. Hankey.	Lord Harry Vane.

The Committee examined Mr. *Hammond* and Mr. *Walrond*.

[Adjourned to Thursday, at One o'clock.

Jovis, 6° *die Junii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES, in the Chair.

Mr. Baillie Cochrane.	Mr. Hankey.
Mr. Grant Duff.	Mr. Hope.
Sir Minto Farquhar.	Mr. Layard.
Mr. FitzGerald.	The Judge Advocate.
Lord Claud Hamilton.	Lord Harry Vane.

The Committee examined Mr. *Lenox Conyngham*, Colonel *Towneley* and Mr. *Spring Rice*.

[Adjourned to Monday, 17th inst.

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Lunæ, 17° *die Junii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES in the Chair.

Mr. Hope.	Lord Stanley.
Mr. Baillie Cochrane.	The Judge Advocate.
Mr. Grant Duff.	Mr. Hankey.
Lord Claud Hamilton.	Mr. Layard.
Lord Harry Vane.	Mr. FitzGerald.

The Committee examined the Hon. *Julian Fane.*

[Adjourned to Monday next, at One.

Lunæ, 24° *die Junii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES in the Chair.

Mr. Baillie Cochrane.	Lord Harry Vane.
Mr. Grant Duff.	Mr. Layard.
Mr. Hope.	Mr. FitzGerald.
The Judge Advocate.	Mr. Hankey.
Lord John Russell.	Lord Stanley.

The Committee examined Lord John Russell, a Member of the Committee, and Secretary of State for Foreign Affairs.

[Adjourned to this day fortnight, at One, to consider Report.

Lunæ, 21° *die Julii*, 1861.

MEMBERS PRESENT:

Mr. MONCKTON MILNES in the Chair.

Mr. Grant Duff.	Lord Harry Vane.
Sir John Acton.	Mr. Disraeli.
Mr. Hankey.	Lord John Russell.
Mr. FitzGerald.	Mr. Hope.
Mr. Layard.	Sir Minto Farquhar.

The following Draft of a Report, proposed by the Chairman, was brought up, and read 1°:—

General Observations.

"IN presenting the Report on the constitution and efficiency of the Diplomatic Service of this country, your Committee desires to express their obligations both to the members of that service and to the gentlemen connected with the Department of Foreign Affairs, who have readily supplied all the information necessary to enable them to arrive at a satisfactory conclusion.

"In addition to the witnesses of high official station and long practical experience who appeared before them, your Committee have had the advantage of the full and able Reports on the Diplomatic Services of other countries, and the valuable opinions of our principal agents abroad, transmitted to the Foreign Office in answer to the Circular Despatch of the 25th October 1860, in which Lord John Russell anticipated the objects of this Committee.

"Those

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"Those objects in the course of the examination have naturally presented themselves under the following heads:—

"The character and constitution of the Diplomatic Service; the forms and rules of admission and promotion; the relations of the Diplomatic Service to the Foreign Office; the ordinary and extraordinary expenses of foreign missions; and the salaries and pensions at present assigned to the various gradations of the service.

The Diplomatic Service now a regular profession.

"The most prominent witnesses are agreed that the Diplomatic Service has of late years acquired a more formal and professional character than it possessed in previous times, when it was so organized as to combine, as far as possible, the satisfactory maintenance of international relations with the social convenience and advantage of the upper classes of the community. In its higher branches it was then liberally remunerated in proportion to the prices of the period; and the chance of attaining its social and political distinctions was a sufficient inducement to young men of rank and fortune to enter a service which united the benefits of foreign travel with the comforts and confidences of a home. Even at the larger missions the staff was not too numerous for the arrangements of domestic life, and their attention was almost exclusively directed to matters of public and political interest. Gratuitous employment was readily accepted where it could be resigned as soon as it became burdensome, and the minister had no scruple in imposing labour which he repaid by friendship, hospitality, and protection. He had, besides, by custom, if not the choice, at least a veto on the appointment of his attachés, and the claims of British residents or travellers on his time or his table were few and far between.

"But the Diplomatic Service has now other conditions and requirements. Large outfits and lavish allowances are no longer permitted, and the notable increase of the cost both of the necessaries and luxuries of life throughout the Continent of Europe has inflicted upon the profession of diplomacy this undesirable distinction, that its highest functions, instead of being the most remunerative, actually entail a charge on the private fortune of their possessors. The business of the chanceries in the chief capitals has been enormously increased, not only by the complications of public affairs, but by the extension of British interests demanding the good offices, and sometimes the personal support of the minister. The multitude of his fellow countrymen, whom courtesy obliges him to notice and occasionally to entertain, adds considerably to his occupations and his expenditure; and the appliances of mechanical ingenuity, which might appear at first sight likely to facilitate the performance of his duties, and to diminish responsibility, have been declared by all parties concerned to have largely increased the daily work of the office, and the anxieties of official station. Thus it is by no means surprising that the relation between the head of a mission and his subordinates has come to be regarded rather as a question of means and of inclination than of right on one side and of obligation on the other.

"Again, as long as no especial or even general instruction was required, and while it was believed that experience and opportunity would engraft all that was needed of the diplomatic character on the ordinary demeanor of the English gentleman, the attachéship was in itself rather a mode of education than a distinct employment in the public service. But the present system of compulsory examination which accompanies both admission and promotion may fairly seem to give to the attachés an official status which they did not before enjoy.

Payment of attachés.

"It is apparently from these considerations that witnesses of the highest political and diplomatic authority have expressed to your Committee their desire that, after a short period of probation, the attaché should receive a salary at least equal to that of an ordinary clerkship in a public office, which would by no means relieve his family from the necessity of giving him what in other professions would be a liberal allowance, and such as must limit the class of candidates to persons of a superior station of society. To this might also be added the payment of the expenses of attachés when removed from one post to another by superior command. By this small additional cost to the country the lower rank of the diplomatic profession would, no doubt, acquire that sense of responsibility and that contentment in the performance of irksome or onerous duties which belong to the membership of a profession, the honours of which can only be obtained by a cheerful acceptance of its accidents and liabilities.

Promotion by seniority.

"To fulfil this condition of a regular career, it will assuredly be necessary that up to a certain grade the general rule of promotion by seniority should be adhered to. By the evidence of the Ministers who of late years have held the Department of Foreign Affairs, it appears that this has been the usual practice; but perhaps it would be advisable to have this principle more formally recognised, reserving to the Minister the right of deviating from it in instances of especial individual aptitude or of clear public advantage. Such an exception might easily occur where a young man, by his familiarity with the language or local circumstances of a particular country, would there render valuable service, and who was not himself desirous of a change; in which case he might agree to be passed over, with the understanding that he should have the next chance of promotion in that legation.

Substitution of the name of "secretary of legation" for that of "attaché."

"The substitution of some other name for that of attaché is much desired by the junior members of the profession, who assert that it places them at a great social disadvantage in comparison with persons of their own standing in other legations, and there seems no reason why this wish should not be gratified. But, if the title of "secretary" of a certain class is accorded to them, the further question arises, whether the commis-

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sion which practically constitutes them members of the public service should not issue on the first appointment, and the only difficulty which could occur would be with regard to the claim for a pension, which will form matter for a future and separate consideration.

Examinations.

"The Secretary for the Civil Service Commission and the senior permanent Examiner, have appeared before your Committee, and left the impression that on the whole the present examination is efficient for its purpose, with the exception of the test of familiarity with the French language, which seems to be imperfect. The value of this accomplishment in the diplomatic profession can hardly be over-rated. When Lord Clarendon calls it 'a *sine quâ non*,' and Lord Malmesbury, 'the language of diplomacy which it is positively necessary to possess,' they do not in the least exaggerate its importance. It affects not only the utility of the young man as a public servant, but the comfort of his daily life and his ability to use the social advantages which in themselves are part of his profession. Without it, the greatest talents and largest acquirements may be useless, and serious political events may at any time be affected by its deficiency. In the present state of public instruction in England, where the exercise of foreign languages is not only not encouraged but forgotten when previously acquired, it is difficult to see how this habit can be generally gained without some residence on the Continent, which, therefore, your Committee would recommend to the diplomatic candidate to combine as much as possible with the advantages of an English education. When an attaché has already won the higher distinctions in the great Universities that are technically called 'honours,' it would seem to be quite sufficient to require from him a thorough knowledge and free use of the French language as his first examination. With respect to the second examination to which the paid official is subjected, considerable inconvenience appears to arise from the necessity of bringing him back to England for that purpose; and the position of a man who has already acted in that capacity, and is liable to be displaced from it, if he fails in an examination, is hardly one in which a public servant can decorously be placed. At the same time, it is most important to secure the acquisition of other languages besides French, as well as an intimacy with the principles of international law, but the object might be obtained, and this incongruity avoided in many cases, by enabling the candidate to show himself by one examination competent for the higher branches of the profession. Commissioners might thus be enabled to grant a *first-class* certificate, guaranteeing the proficiency of the candidate in French, German, and one other European language, in modern history, international law, and the other more ordinary qualifications, which should exempt him from any further trial of acquirement, requiring, however, as a condition of promotion the favourable testimony to his character and conduct on the part of the minister to whom he had been temporarily attached. In the event of a young man being especially addicted to Oriental languages, and desirous of employment in the East, the command of the Turkish or Chinese, in addition to French, might be substituted for the knowledge of other languages of Europe. Such proficiency would not be beyond the attainment of a superior intelligence by the age of 21, which your Committee consider quite early enough for the commencement of the diplomatic career.

"The advantage, and almost the necessity, of having some permanent officer connected with each legation, who should take charge of the archives, and assist the minister, especially on his first arrival, by his local information and knowledge of personal details, has been recognised by all governments but our own. Circumstances, indeed, appear to have forced some such appointment upon the authorities at Paris and Constantinople, and, indirectly, at some other missions. In countries such as Russia, the Peninsula, and South America, where the minister is probably not familiar with the vernacular language, the convenience must be great, and in all, except the smallest missions, there must be plenty of business for such an officer to transact, which is a mere waste of the time of highly educated men. All notarial acts and consular affairs in inland towns and much other non-political matter might thus be disposed of, and the diplomatic staff proportionably diminished. Even in the least important missions, where the minimum establishment now consists of three persons, the minister, or chargé-d'affaires, would probably find one active individual of this character quite as efficient as his two present subordinates. The actual position and value of such a man, and the amount of confidence accorded to him, must depend very much on personal character; but with the prevalent taste of a large number of the most respectable Englishmen to reside abroad on their own resources, it would be singular if in each country there could not be found trustworthy and competent persons who would receive such an appointment with alacrity, even with the understanding that, except under peculiar circumstances, it would be without change or promotion.

Value of a permanent resident officer.

Effects of the increased expense of being on the Continent on the salaries of ministers.

"The increased expense of Continental life of late years has been the subject of much observation before this Committee, as well as before that which recently sat on the Consular Department. The facts are undeniable, and the only question is how they are to be met. If the effect of this greater dearness had been to lower the standard of living among the higher classes, the customary expenditure of our ministers might be properly reduced to the same level; but, as on the contrary, luxury rather increases than diminishes, at least in those official circles with whose habits those of a minister are usually compared, this country must be content to see its representative occupy a lower social position than that of other great European powers, or else to limit the appointments to the chief embassies to men of large independent fortune, if it desires to put a stop to that continual struggle on the part of a minister between his duties to his family and the exigencies of his station

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station which is equally indecorous and demoralizing, and dearly purchased by the saving of some few thousand pounds. By a late regulation a minister is not permitted to avail himself even of the advantage which he might desire from the superior credit of his country, but is compelled to account to the Treasury for any profit he might gain by the rate of exchange, and which otherwise might in some degree compensate for the increased expenditure.

Division of salary and expenditure.

"It may be worth consideration whether some adaptation of the system prevalent in the Diplomatic Service of other countries, viz., that of attributing a certain fixed salary to the different grades of the profession, or to the separate local appointments, and adding such sum as may be regarded as requisite for purposes of representation, entertainment, or other disbursements of a distinctly public nature, does not carry with it many decided advantages. The real salary of the minister is thus clearly defined; the public know what he receives as remuneration for his services, and what he is bound to expend, in the best way he can devise, on the social contingencies of his station. He would be discredited, if he applied to his own profit money given to him to be used for objects of state, and which would be diminished, if he showed himself unable or unwilling to spend it. What the amount of the allowance would be must depend on the cost of living and on the habits of the country, and should be fixed by the Minister for Foreign Affairs on his own responsibility. If, under this arrangement, the salaries of ambassadors were fixed at 5,000 *l.* per annum, those of ministers of the first class at from 3,000 *l.* to 4,000 *l.*, and those of ministers from 1,000 *l.* to 2,000 *l.*, the payment would be a fair proportion to what is accorded to public servants at home, taking the ambassador as of equal rank with a Secretary of State, and ministers in an analogous gradation. It is only in accordance with this distinction between fixed salary and incidental payments, that any assimilation of the pensions of the diplomatic body to those of the rest of the civil service could at any time take place. If the principle of unpaid service is abolished, and the character of the diplomatic profession fully recognised, the causes of necessity for a separate and altogether exceptional scale of pensions must be explicitly stated. Your Committee have entered upon this question at some length, and find it by no means easy of solution; they have received the assistance of the distinguished actuary of the Guardian Assurance Office, Mr. Samuel Brown, who has kindly supplied them with a comparison between the present diplomatic pension list, and what would be the probable amount if the diplomatic pensions were calculated according to the Superannuation Act of 1859. The basis on which the calculation has been made is that of allowing the fixed salaries of ambassadors to be estimated at one-half; those of ministers of the first class at two-thirds; those of the lower classes at three-fourths, of the whole payments; and the salaries below the rank of minister to be taken in full. Mr. Brown has addressed the following Report to the Chairman of your Committee:—

Diplomatic pensions.

"'Guardian Assurance Office, 11, Lombard-street, E.C.
10 July 1861.

"'In order to obtain any data for estimating the probable amount of pensions for the Diplomatic Service, if they were put on the same footing as under the Civil Service Superannuation Act, I have been obliged to classify all the existing diplomatic servants in the list with which you favoured me, and re-arrange them under their supposed ages. This has occupied a considerable time, but I think the facts are now in a useful form for reasoning upon.

"'I have assumed the mean age of entry, according to your memorandum, to be 23, although by ascertaining from the peerage some of the real ages, and comparing them, I find they are generally younger than the present ages, as assumed. It is probable that this arises, in several cases, from those who now fill the higher positions not having from the first entered as attachés, but being selected for some higher rank at a younger age than the average of that rank. I am inclined to think that the present ages would appear more nearly correct, if 20 is assumed as the average age of entry as unpaid attaché.

"'Having thus classified the present members of the service under age, I have divided them into classes at each age, according to their respective ranks, with the salary enjoyed by each, so as to obtain the average numbers and the average salaries, and then combined them in groups of quinquennial ages and ranks, as follows: in this summary I have left out military and naval attachés, and added the pay of two consuls acting as chargés d'affaires to make up their full allowances. I have also taken the salaries of foreign ministers, as corrected according to your suggestions for the different classes.

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"'NUMBERS and TOTAL SALARIES of Existing DIPLOMATIC CIVIL SERVANTS, in 1861, in Quinquennial Periods of Age (assuming the Mean Age of Entry on the Service to be 23).

AGES.	Unpaid Attaché.	Third Attaché.	Second Attaché.	First Attaché.	Secretary of Legation.	Ambassador, Minister, or Chargé d'Affaires.	TOTAL.
		£.	£.	£.	£.	£.	£.
24 - - -	2	300 - - 1	- - -	- - -	- - -	- - -	3 - - 300
25 to 29 - -	41	800 - - 3	1,250 - - 4	1,750 - - 6	- - -	- - -	54 - - 3,800
30 - 34 - -	1	600 - - 2	1,650 - - 6	4,150 - - 14	600 - - 1	1,500 - - 1	25 - - 8,500
35 - 39 - -	- - -	- - -	- - -	860 - - 2	5,000 - - 9	8,067 - - 4	15 - - 13,927
40 - 44 - -	- - -	- - -	- - -	250 - - 1	7,750 - - 11	18,458 - - 7	19 - - 26,458
45 - 49 - -	- - -	- - -	- - -	- - -	1,900 - - 3	17,216 - - 7	10 - - 19,116
50 - 54 - -	- - -	- - -	- - -	- - -	500 - - 1	4,271 - - 3	4 - - 4,771
55 - 59 - -	- - -	- - -	- - -	- - -	700 - - 1	23,148 - - 9	10 - - 23,848
60 - 64 - -	- - -	- - -	- - -	- - -	- - -	12,200 - - 4	4 - - 12,200
65 - 69 - -	- - -	- - -	- - -	- - -	400 - - 1	- - -	1 - - 400
	44	1,700 - - 6	2,900 - - 10	7,010 - - 23	16,850 - - 27 Aver. £.624.	84,860 - - 35 Aver. £.2,425.	145 - - 113,320

"'In your note of 3d instant, you suggest that as no one is likely to claim his pension (except for ill health) lower than the rank of secretary of legation, all below may be left out of the calculations; but the number likely to attain a given age, or a given number of years' service under the Superannuation Act, would bear some proportion to the total number who enter upon or remain in the service; thus, if the total number in the service was doubled, it would be reasonable, under any system continued in force, to expect eventually double the number of pensions claimed. This will account for my endeavouring to ascertain the proportion at all ages and ranks, whilst I admit the justice of your remark, as it appears fully illustrated by the above table, and the average age of obtaining a pension.

"'In counting the present salaries, I have computed, as you suggested, the salaries of ministers of the 1st class at one-half, of the 2d class at two-thirds, of the 3d and 4th class at three-fourths, and all the rest in full. The summary of the four classes is as follows:

	Number.	Total full Salaries.			Average Salary.
Class I. - -	4 - -	£.32,000 - -	½ of ditto,	£.16,000 -	£.4,000
„ II. - -	11 - -	50,200 - -	⅔ of ditto,	33,466 -	3,042
„ III. - -	13 - -	34,200 - -	¾ of ditto,	26,050 -	2,004
„ IV. - -	7 - -	12,125 - -	ditto,	9,344 -	1,335
	35	£.128,525		£.84,860	£.2,425

including, in two cases, consuls' salary in full, to make up the total allowance as chargés d'affaires.

"'I had some difficulty in ascertaining the ages at which pensions usually begin under the present regulations. The total number of pensions is given as 24, and the total amount at 22,500 *l.* per annum, or an average of 937 *l.* 10 *s.* each, two being in abeyance during profitable service. In ten cases, I have found from the peerage the ages at the date of granting the pension to be on an average 55 years, and this I think we should not be far wrong in assuming as the mean age of obtaining a pension under the present system. If all were living together at the ages which pensions may be expected to attain by the English life table, their average present age should be nearly 66 years, but the average of the ten I have alluded to is only 63 years, which leads me to infer that the whole body of pensioners have not yet attained their greatest age, and consequent greatest mortality. In other words, that the pensions under the present system may, under ordinary circumstances, either be expected to increase, or that as a body, the retired members of the Diplomatic Service do not show so great a longevity as annuitants in general. I am more disposed to the former opinion from observing the relative large proportion of foreign ministers existing between the ages 55 and 60.

"'In considering, however, the question what increase may be expected in the total amount of

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of Diplomatic Pensions, if the regulations of the 'Superanuation Act, 1859,' be applied to the service, it is requisite to ascertain, first, what would be the average increase of pension to each under the Act, and secondly, how many would be entitled to claim pensions.

"'The Act provides, that to persons in established Government service, for whom provision shall not otherwise be made by Act of Parliament, or who may not be specially excepted by authority of Parliament, pensions may be granted

for 10 and under	11	years' service	10-60ths of salary.
11	„	12	„	11-60ths	„
12	„	13	„	12-60ths	„

and so on increasing by 1-60th every year up to 40 years' service, which entitles to two-thirds of the salary, and no further increase. No superannuation to be granted under 60, except on medical certificate of the person being incapable from infirmity of mind or body to discharge the duties of his appointment.

"'This Act does not interfere with the superannuation allowances granted by the 4th and 5th William IV. c. 24 (25 July 1834) to civil servants who entered before 5 August 1829, but inasmuch as the Act, last quoted, does not appear to affect the Diplomatic Service, the pensions for which are regulated by the 2d and 3d William IV. c. 116 (16 August 1832), it need not be further considered.

"'But the Superannuation Act gives power to the Commissioners of the Treasury, under special circumstances, by warrant, to declare it expedient to appoint persons older than the usual age of entering office, and to add in the warrant any number of years not exceeding 20 to the real term of service for superannuation allowances. This would probably apply with equal or greater force to the Diplomatic Service.

"'Without reference, then, to the retirement from infirmity, I assume, to be on the safe side, that no pensions will be granted before 35 or 40 years' service, or at 55 or 60 years of age, to persons entering the service as early as 20. On reference to the table given at the beginning of this letter, it will be noticed that there are now in the service 13 ambassadors or ministers, and two secretaries of legation at or above the former age, and four ministers and one secretary at or above the latter age, and none of any lower rank. The mean of all the salaries of ambassadors or ministers of various classes appears to be 2,425 *l.*, and that of secretaries of legation 624 *l.*; but as the proportion at and above 55 years of age existing is 13 of the former to two of the latter, the average salaries at the time of retirement may be taken as somewhat above 2,000 *l.* (say 2,185 *l.*). Assuming that they have completed their full term of service, the average pension, or two-thirds of the salary, would be between 1,400 *l.* and 1,500 *l.* a year (1,457 *l.*), instead of 937 *l.* 10 *s.*, as we have noticed under the list of actually existing pensions. If the present number of pensions did not increase under the new regulations, the average increase under each of the 24, would be nearly 520 *l.*, or the total increase of charge nearly 12,500 *l.* a year.

"'Very nearly the same average increase of each pension would be obtained by comparing two-thirds of the salaries of ministers, corrected according to your suggestion, with the present rate of pensions allotted to the different classes.

	Average Salary.		Pension now allowed.
Class I., say	£. 4,000,	two-thirds of ditto, £. 2,667 - -	£. 1,700
„ II. „	3,000	„ 2,000 - -	1,300
„ III. „	2,000	„ 1,333 - -	900
„ IV. „	1,333	„ say 900 - -	700
		£. 6,900 - -	£. 4,600

The increase, it is perceived, would be about 50 per cent., which does not differ much from the increase I have suggested of 12,500 *l.* per annum on the present pensions of 22,500 *l.* per annum.

"'It is probable, however, that if an increased amount of pension was given at the age of 55 or 60, or after 35 or 40 years' service, a greater number who now remain in active service would retire at those ages, and I have endeavoured to form some idea of the number who would attain those ages out of the whole number employed in the diplomatic service. By a separate calculation for the numbers represented in my table as living between 20 and 25, between 25 and 30, &c., which differs very little from assuming the proportion living at each age to be nearly the same as in the English Life Table, I find that out of 130 persons living between 20 and 55, 2·84 (nearly 3) would enter upon age 55, and the total number living together at 55 and upwards would be eventually rather more than 47 (47·37). At present the number in active service at 55 and upwards is 15, and receiving pensions above that age 24, or about 60 per cent. of persons living above 55 are now in the receipt of pensions. I should, therefore, reckon on an increase eventually of at least four or five in the number of pensioners, or about 20 per cent. above the present existing number.

"'Between 20 and 60 there appear to be 140, and five above 60 in active service. For 140 persons living between 20 and 60, I consider that 2·44 would attain 60, and that the proportion living at 60 and upwards would be eventually about 33. As there are five in active service above 60 to 24 receiving pensions, the latter constitute about 80 per cent. of all above 60. This would give an increase of 2½ pensions beyond the 24 now payable,

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even if all who attain 60 or 40 years' service should not, under the new regulations, retire at that age. Should the latter be the case, I consider that whilst the diplomatic service is kept at about 140 in active service between the ages 20 and 60, there would at last be 33 persons receiving pensions together; and if these averaged 1,400 *l.* a year each, the superannuation allowances would amount to 46,000 *l.* a year, instead of 22,000 *l.*, now payable.

"'If time had permitted, I should have preferred obtaining the ages of all the diplomatic servants, both on the active and retired list, and classified them more correctly; and in giving the opinions I have offered, I must beg for some allowance to be made on account of the imperfect materials with which I have had to work. I do not believe, however, that in broad averages the conclusions would differ much from those I have come to, nor that the retirements from infirmity of mind or body would affect to any great extent the total results.'

"With this conclusion before them of the effects of the difference between the application of the Superannuation Act to the Diplomatic and to the other departments of the Civil Service, your Committee can hardly recommend any such change, however otherwise desirable. This difference appears to lie in the constitution of the service itself. While in other branches the larger portion of the members take their pensions in certain proportions to the profits of the ordinary employment of educated men in other walks of life, here, from the small number admitted, and from the high social rank, not only attainable, but generally attained by the members of the profession who remain in it sufficiently long to have any claim on retirement, all the pensions will be taken at the highest possible rate, and thus must come out excessive in comparison. Without, however, any radical change of this kind, the important objects of securing a pension to deserving persons who are compelled by ill-health to retire from the service, and also of making some provision in the case of those who are thrown out of active service by political circumstances, would in a great degree be effected by the proposed change of title in the lower gradations, and thus giving a commission to every one on his entrance into the profession. Although it is not probable that many men would claim their pension as soon as they might be entitled to it, and thus form a considerable dead-weight, it might, nevertheless, be prudent to introduce certain restrictions of age, which should only be superseded under peculiar contingencies.

Relations between the Diplomatic Service and the Foreign Office.

"The diplomatic service of any country may properly be regarded as a portion of the Foreign Department of State serving abroad. The objects of thought and interest are very similar in both branches, and the general business to be transacted never identical. But, with the exception of a rule, negligently observed, that two clerks of the Foreign Office should be employed at some missions, and of the practice of requiring the formal attendance of an attaché at the Foreign Office for three months after his first appointment, the two services with us remain entirely distinct. On the part of the diplomatic body, the witnesses before your Committee are unanimous in recommending an interchange of duties, at least in the lower grades of the services, but on the part of the Foreign Office, the evidence is by no means so decided. One high and able functionary indeed avows his opinion that the introduction into the work of the Foreign Office of gentlemen familiar with the languages and circumstances of foreign countries would be a great positive advantage, but the senior authorities do not generally seem to think that any such benefit will compensate for the disturbance of the routine of official business, which they regard as a necessary consequence of the employment of any persons not trained in that department. They would not, however, object to the occasional and temporary transfer of persons below the rank of senior clerks to the diplomatic service, and *vice versâ*, but with the distinct understanding that the arrangement is voluntary on both sides. As far as the individuals themselves are concerned, it is impossible to deny that such a combination of public duties and official experience must be most profitable to any one who made the most of it. To the young diplomatist it would give that methodical habit of business which it must be very difficult to acquire in any but the largest mission, as well as an insight into the real working of foreign affairs on the politics and sentiments of his countrymen. To the clerk in the Foreign Office it would give or retain the familiarity with foreign languages which is so rare in this country, even among educated men—it would impart an interest to his daily labour which no merely documentary knowledge can ever supply—and it would cultivate and enlarge his understanding in the way to make him most useful when he attains the highest steps of his career. The regret which the Foreign Department has expressed at the loss of Mr. Mellish is a proof of the value the office itself attaches to a clerk of diplomatic experience. Against this is to be set whatever may be the additional trouble incurred at the first admission of the stranger into the office, and the inconvenience that may be felt till he has thoroughly mastered the mechanical details of the work required. And, even if the advantages of this interchange were still greater than they appear, your Committee are conscious that the system could not work well without not only the concurrence, but the good will, of the heads of the Foreign Office, and that even if the Secretary of State for that department were to lay down regulations for such transfers, their success must in a great measure depend on personal considerations. But, on the advisability of promoting such interchanges of duties, your Committee entertain no doubt whatever.

Leave of absence.

"The new regulations respecting the leave of absence of Secretaries from their posts appear to be satisfactory, and their extension generally throughout the service would allay much discontent that is expressed at the present difficulty of returning home for short periods. The chargé d'affaires, however, although for so short a period he need not make any notable change in his manner of life, is liable to certain charges, which it would be unjust not to defray. A fourth or sixth of the salary might fairly be transferred to the chargé d'affaires

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d'affaires during the absence of his chief, and it should be understood that this allowance is made to him to be spent in representation or other public objects. Where the absence is prolonged, the proportion enjoyed by the chargé d'affaires must be increased, and there seems no reason to alter the present rules in this respect, which results in a saving to the public whenever a minister is on leave. Your Committee regard it as desirable that the great impediments in the way of ministers returning home for a short period are of injurious effect, and that it is well that men in high diplomatic stations should from time to time be enabled to observe for themselves the condition of affairs, and the course of public opinion in their own country.

Official residence.

" The absence of a fixed official residence is a subject of much complaint on the part of our ministers in foreign countries. The great and continual cost of the houses of embassy at Paris and Constantinople has justly alarmed both the Government and the public, and disinclined them from incurring a similar risk at other capitals. The same objection would not apply to taking a lease for some years of an official residence, where the reception-rooms, at least, might be furnished at the public expense, and ready for the minister on his arrival at his post. At present he is frequently put to the most serious inconvenience; and the knowledge that he must lodge himself somewhere in a befitting manner naturally exposes him to exorbitant demands. If, therefore, the rent and repairs of an official residence were counted as extraordinary expenses, and, as such, deducted from the present salary of a minister, the arrangement would in the end be economical as well as commodious. A secure repository for the archives would by this means also be provided, instead of their being left to be carried about from lodging to lodging at no small trouble and expense.

Reduction of the service.

" The important question of the possible reduction of the service has not escaped the attention of your Committee, and they have duly referred to the evidence and Report of the Committee of 1850 on Official Salaries. They invite attention, therefore, to the evidence now given on the subject of the utility of having a direct representation of the person of the Sovereign at the courts of the great powers in the person of an Ambassador, as vindicating the approval they would express of the establishments of the embassies at Vienna and St. Petersburg by the present Foreign Secretary. The abolition of the smaller German missions hardly seems politic at the present moment, although it is an object very desirable to keep in view. The peculiar condition of Germany renders it uncertain on what point the political interest may concentrate itself at any moment, and it is probable that more really important information may come indirectly through missions at smaller courts than through the larger channels of communication. But your Committee most strongly urge on the Foreign Minister the consideration whether the staff at these missions might not be reduced, and additional assistance supplied from other localities, if occasion required. The Florentine and Neapolitan missions are abolished by the recognition of the Kingdom of Italy, although it may be necessary for some time to retain officers of a diplomatic character at other places than the capital.

" On the subject of Military Missions, your Committee must refer to the able Report of Colonel Cadogan, given in their Appendix, and especially to the portion of it which relates to the communication with the War Office. If an officer is appointed to report from foreign countries on matters of military detail, they most certainly belong rather to the Department of War than to that of Foreign Affairs.

" Enquiries have been made during the progress of this Committee with respect to the custom that has long prevailed of permitting certain clerks in the Foreign Office to act as agents for diplomatic persons abroad. As far as the interests of the Diplomatic Service are concerned, this arrangement is unanimously declared to be useful and convenient, and not liable to abuse or suspicion of indirect influences. How far this practice is compatible with the efficiency of the administration of the Foreign Office, and the correct performance of official duties, is a question connected with the organization of that department, and does not come within the reference of your Committee.

" In pursuance of the above observations, the Committee have agreed to the following Recommendations:—

" 1. That no person shall enter the Diplomatic Service as an Attaché before 21 or after 25 years of age.

" 2. That there be two classes of examination on admission into the Service, and that the candidate who passes the first shall be exempted from any other examination.

" 3. That the attachéship shall, for the future, be regarded as a probationary period of two years at the most, six months of which shall be spent in the duties of the Foreign Office at home, and from six to eighteen months at some Mission abroad.

" 4. That at the expiration of his attachéship, if his character and conduct are approved by the Minister under whom he has been placed, the Attaché shall be nominated Secretary of a certain class, and receive some stipend as a regular member of the diplomatic body.

" 5. That the number of Attachés be limited to the exact requirements of the service, and that no Attaché be appointed except in case of any vacancy.

" 6. That up to the rank of Secretary of the first class there should be a regular promotion by seniority, except in cases where the Minister for Foreign Affairs shall deviate from

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from the rule for special reasons on his own responsibility; and that any diplomatic servant declining to accept a vacant post which is tendered to him, shall go to the bottom of the list of the class to which he belongs, unless he can show some sufficient reason for remaining at the same post, in which case he may attain the next grade that becomes vacant at that mission.

"7. That these Resolutions shall not apply to Special Missions, or to appointments of a purely political character.

"8. That up to the rank of Secretary of Legation of the first class, every member of the diplomatic body who desires to be employed in the Foreign Department at home, may place his name on a list to be kept at the Foreign Office for that purpose, and that he may be so employed, either by a vacancy in that office, or by an interchange with a clerk in that office, the head of the department consenting to such an arrangement; and that parties making these transfers may remain for a time, or altogether, in one or the other service, as far as is compatible with public convenience.

"9. That there be in every Embassy and First Class Mission a permanent officer, with the title of Keeper of the Archives, who shall reside at the post, and receive a fixed, or slightly increasing salary, and rank between the Attachés and the Secretaries of Legation.

"10. That fixed salaries should be attached to all Embassies and Missions. To Embassies, of 5,000 *l.* per annum; to First Class Missions, from 3,000 *l.* to 4,000 *l.* per annum; to Second Class Missions, from 1,000 *l.* to 2,500 *l.*; and that, in addition to these salaries, certain allowances should be made for purposes of house rent, representation, and other distinctly public objects, according to the necessary expenses and cost of living at each particular post.

"11. That the whole of the receipts of the Ambassador at Paris be made up to 12,000 *l.* a year; of the Ambassadors at Vienna and St. Petersburgh, to 9,000 *l.* a year.

"12. That a commission be issued to every member of the Diplomatic Service on his first appointment as Secretary of Legation, so as to give him a claim to calculate his pension from that date, but that no pension shall be given to any one under 55 years of age, except in cases of confirmed ill-health, or accidental injury, disabling him from public service.

"13. That the present regulations, with regard to the leave of absence of Secretaries of Legation, be extended to Ambassadors and Ministers, with due consideration for the additional expenses entailed on the Chargés d'Affaires by the absence of the Minister.

"14. That, whenever it is practicable and fit, a permanent residence should be secured for the British Embassy or Mission. The rent and repairs to be defrayed at the public expense.

"15. That military personages should be attached to the chief missions, in the manner recommended in the Report of Colonel Cadogan."

MOTION made, and Question "That the Report be read 2°, paragraph by paragraph," put and agreed to.

Paragraph 1, read—Motion made, and Question proposed, "That the further consideration of this paragraph be postponed"—(Lord *Harry Vane*).—Question put, and agreed to.

Paragraphs to end of paragraph, page 9, beginning "Inquiries have been made," read, and postponed.

Paragraphs, "RECOMMENDATIONS."

Paragraph 1, read.—Question proposed, "That the paragraph stand part of the proposed Report."—Question put.—The Committee divided:

Ayes, 4.	Noes, 6.
Mr. Grant Duff.	Mr. FitzGerald.
Sir John Acton.	Lord Harry Vane.
Mr. Hankey.	Lord John Russell.
Mr. Layard.	Mr. Disraeli.
	Sir Minto Farquhar.
	Mr. Hope.

Paragraph 2, by leave, withdrawn.—Amendment proposed to the proposed Report, after the last paragraph to insert the following paragraph: "That there be two classes of examinations previous to admission into the service; a first and a second, the candidate selecting which he will undergo. If he pass the first, he will be exempted from any further examination"—(*Chairman*).

Amendment

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Amendment proposed to the proposed paragraph, To leave out all the words after the word "That," in order to add these words—(Mr. *Grant Duff*)—"The Civil Service Commissioners shall, once every year, hold an examination, open to all British subjects who are desirous of entering the Diplomatic Service. That the Civil Service Commissioners shall then certify to the Foreign Secretary the names of the 12 candidates who have distinguished themselves most highly in such examination, and that from these 12 the Foreign Secretary shall select the persons who are to be appointed to attachéships during the ensuing 12 months."

Question put, That the words proposed to be left out stand part of the proposed paragraph.—The Committee divided:

Ayes, 9.	Noes, 2.
Mr. Hankey.	Mr. Grant Duff.
Mr. FitzGerald.	Sir John Acton.
Mr. Layard.	
Lord Harry Vane.	
Lord John Russell.	
Mr. Disraeli.	
Sir Minto Farquhar.	
Mr. Hope.	
The Judge Advocate.	

Question, That the proposed paragraph be there inserted, put.—The Committee divided:

Ayes, 7.	Noes, 4.
Mr. Grant Duff.	Mr. FitzGerald.
Sir John Acton.	Mr. Disraeli.
Mr. Hankey.	Sir Minto Farquhar.
Mr. Layard.	Mr. Hope.
Lord Harry Vane.	
Lord John Russell.	
The Judge Advocate.	

Paragraph 3 read.—Amendment proposed, To leave out the word "Two," in order to insert the word "Four" in lieu thereof. Question put, That the word "Two" stand part of the paragraph.—The Committee divided:

Ayes, 3.	Noes, 8.
Sir John Acton.	Mr. Grant Duff.
Mr. Layard.	Mr. Hankey.
Sir Minto Farquhar.	Mr. FitzGerald.
	Lord Harry Vane.
	Lord John Russell.
	Mr. Disraeli.
	Mr. Hope.
	The Judge Advocate.

Question, That the word "Four" be there inserted, put, and agreed to.—Further amendment made.—Question, That the paragraph as amended stand part of the proposed Report, put.—The Committee divided:

Ayes, 7.	Noes, 4.
Mr. Grant Duff.	Mr. FitzGerald.
Sir John Acton.	Mr. Layard.
Mr. Hankey.	Lord Harry Vane.
Lord John Russell.	Mr. Disraeli.
Sir Minto Farquhar.	
Mr. Hope.	
The Judge Advocate.	

Paragraph 4 read, amended, and agreed to.

Paragraph 5 disagreed to.

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Paragraph 6 read.—Question, That this paragraph stand part of the proposed Report, put.—Committee divided:

Ayes, 2.	Noes, 9.
Mr. Grant Duff.	Sir John Acton.
Mr. Layard.	Mr. Hankey.
	Mr. FitzGerald.
	Lord Harry Vane.
	Lord John Russell.
	Mr. Disraeli.
	Sir Minto Farquhar.
	Mr. Hope.
	The Judge Advocate.

Paragraph 7 disagreed to.

Paragraph 8 read.—Amendment proposed, To leave out all the words after the word "That," in order to add these words: "exchanges between members of the Diplomatic body and clerks in the Foreign Office should be allowed under the sanction of the Secretary of State."—Question, That the words proposed to be left out stand part of the proposed Report, put, and negatived.

Question, That the proposed words be there inserted, proposed.—Amendment proposed to proposed amendment: Before the word "exchanges" to add the word "temporary"—(Mr. *FitzGerald*).—Question put, That the word "temporary" be added, put, and negatived.

Further amendment proposed: After the word "between" to insert the word "Junior"—(Mr. *FitzGerald*).—Question, That the word "Junior" be there inserted, put, and negatived.

Further amendment proposed: After the words "Foreign Office" to insert the words "below the rank of Assistant Clerk"—(Mr. *FitzGerald*).—Question, That those words be there inserted, put, and negatived.

Proposed words added.

Paragraph, as amended, agreed to.

Paragraph 9 read.—Question, That the paragraph stand part of the proposed Report, put.—The Committee divided:

Ayes, 3.	Noes, 7.
Mr. Grant Duff.	Mr. FitzGerald.
Sir John Acton.	Lord Harry Vane.
Mr. Layard.	Lord John Russell.
	Mr. Disraeli.
	Sir Minto Farquhar.
	Mr. Hope.
	The Judge Advocate.

Paragraph 10 disagreed to.

Paragraph 11 read.—Question, That this paragraph stand part of the proposed Report, put.—The Committee divided:

Aye, 1.	Noes, 10.
Sir John Acton.	Mr. Grant Duff.
	Mr. FitzGerald.
	Mr. Hankey.
	Mr. Layard.
	Lord Harry Vane.
	Lord John Russell.
	Mr. Disraeli.
	Sir Minto Farquhar.
	Mr. Hope.
	The Judge Advocate.

Paragraph 12 read, amended, and agreed to.

Paragraph 13 read.—Amendment proposed, To leave out from the words "absence of," to the end of the paragraph, in order to add these words, "Ambassadors and Ministers appear to press upon them with undue severity, and that the attention of the Secretary of State may be advantageously directed to the subject."—Question, That the words proposed to be left out stand part, put, and negatived.—Proposed words added.—Paragraph, as amended, agreed to.

Paragraph 14 amended, and agreed to.

Paragraph 15 disagreed to.

Motion

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Motion made, and Question proposed, That the following paragraph be added to the proposed Report, "That the attention of the Secretary of State be directed to the salaries and allowances of the larger missions, with the view of considering whether they are adequate to meet the greatly increased expenditure of living at the principal European capitals."

Question put, That this paragraph be added to the proposed Report.—The Committee divided:

Ayes, 5.	Noes, 5.
Mr. Hankey.	Mr. Grant Duff.
Mr. FitzGerald.	Lord Harry Vane.
Mr. Layard.	Lord John Russell.
Sir Minto Farquhar.	Mr. Disraeli.
Mr. Hope.	The Judge Advocate.

The Chairman declared himself with the Ayes.

Question, That the proposed Report, as amended, together with the Evidence and Appendix, be the Report to the House, put, and agreed to.

To Report.

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LIST OF WITNESSES.

Lunæ, 15° *die Aprilis*, 1861.

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MINUTES OF EVIDENCE.

Lunæ, 15° *die Aprilis*, 1861.

MEMBERS PRESENT.

Sir John Acton.	Mr. Layard.
Mr. Grant Duff.	Mr. Monckton Milnes.
Sir Minto Farquhar.	Lord John Russell.
Sir James Fergusson.	The Judge Advocate.
Mr. Fitzgerald.	Lord Harry Vane.
Mr. Hope.	

MR. MONCKTON MILNES, IN THE CHAIR.

Edmund Hammond, Esq., called in; and Examined.

E. Hammond, Esq.
15 April 1861.

1. *Chairman.*] WHAT office do you hold under Her Majesty's Government?—I am Permanent Under Secretary of State in the Office for Foreign Affairs.

2. How long have you held that office?—For seven years.

3. How long were you connected with the Foreign Department before you obtained that office?—Thirty years.

4–5. Have you any papers that you wish to put in respecting the subjects which this Committee are to inquire into?—There are the "Reports on the British and Foreign Diplomatic Services," received from our Ministers abroad, and Circulars addressed to Her Majesty's Diplomatic Representatives abroad, between the years 1850 and 1861, bearing upon the discipline of the diplomatic service, and various statements and tables connected with diplomatic establishments, expenditure and pensions. (*The same were handed in.*)

Vide Appendix.

6. What is your official relation to the members of the diplomatic service?—I am the channel through which certain orders of the Secretary of State are conveyed to them, and for executing the orders of the Secretary of State in regard to any instructions that he has to give to the diplomatic servants abroad, and I sign such letters as are not usually signed by the Secretary of State.

7. Do all communications, except those of an essentially private nature, between the diplomatic servants abroad and the Foreign Minister pass through your hands?—They pass through the hands of one or the other of the Under Secretaries of State necessarily, but, practically, I see all communications of importance in both divisions of the office. I may perhaps explain that we divide the office into two portions. Certain countries are taken by one Under Secretary, and certain countries by the other, and the general supervision and management, under the Secretary of State, of the correspondence of those countries, belongs respectively to the Under Secretary of the division under which they are placed; but each Under Secretary sees everything of political interest, and many other matters not of a political interest, which belong to the division of the other. The process in the office is this; when the despatches which one Under Secretary has seen are on their way to the Prime Minister, the box containing them goes to the other Under Secretary, who then passes them on to the Prime Minister.

8. Are you in frequent communication with the head of the department on subjects relating to the diplomatic service?—There is frequent personal communication, and frequent communication in writing; in fact, everything of a public

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nature connected with my division of the office, passes from me to the Secretary of State, and from the Secretary of State through me, for the arrangement and distribution, and despatch of the business.

9. Therefore you are kept fully informed of all matters relating to the diplomatic service of this country?—Yes.

10. First, with regard to the present constitution of the diplomatic service of this country during the long period of time in which you have held different offices in the Foreign Office, will you state to the Committee concisely, any considerable changes which have taken place in the constitution of the diplomatic service?—The only real change has been, in adopting the principal officers of the Crown in South America into the diplomatic service; they were formerly Consuls General, with an allowance as Chargés d'Affaires; of late years, though they still retain the title of Consul General, their diplomatic are looked upon as their primary duties, and we have taken the whole of their allowance on the diplomatic list. There has been also an alteration made in regard to attachés. When I first entered the office, the salaries of paid attachés were charged on the extraordinary expenses of the missions; I think about 30 years ago, that system was altered, and they were put generally upon the diplomatic fund, and their salaries issued like the salaries of other diplomatic servants of the Crown; there has been a great increase in the number of paid attachés, but beyond that, I should say that the system is just what it has been ever since I have been in the office. I cannot tax my memory with any other change, that may be called a change in the system, since I first entered the office.

11. Have not there been changes in the number of ambassadors appointed at the different courts, and the number of ministers, indicating a different line of policy with regard to the constitution of the service?—Am I to understand you to mean the creation of new places, or a change in the designations?

12. I mean a change in the designations?—Yes; there have been. When I first came into office, and for many years afterwards, there were embassies at Paris, at Constantinople, at Vienna, St. Petersburg, and at Brussels, and I think also in Spain and Portugal. I think that those were the only embassies that I ever remember to have existed. If you will turn to the diplomatic salaries and allowances in the Appendix to the Report of the Committee on Official Salaries in 1850, you will see the whole history of the diplomatic establishments from 1815 to 1850. The embassy at Spain seems to have ceased between 1825 and 1830—it is out of the list for 1830. Portugal was in the list of 1831.

13. Have higher salaries always been given to ambassadors than to ministers?—Yes; that seems to have been the case.

14. Then the reduction of those embassies has effected an economy for the country?—It was at that time an economy, but at present the rates of salary assigned to the embassies, which have been since restored, are lower than they were formerly. The rate of salary assigned to Spain, after the reduction of the embassy to a mission in 1825, was 7,500 *l.*; it was the same in 1830, but a reduction to 6,000 *l.* took place in 1831.

15. Has there been any alteration in the rank of diplomatic servants, with that exception, since you have been in the office?—A difference has recently been made—a nominal difference I may say—by adopting generally, instead of the term Minister Plenipotentiary alone, the double title of Envoy Extraordinary and Minister Plenipotentiary; the change making practically, as far as position abroad goes, no difference at all, for, according to the Protocol of Vienna, which regulates diplomatic rank, whether a man is Minister Plenipotentiary, or Envoy Extraordinary and Minister Plenipotentiary, his position is the same; he comes under the second class in the Protocol of Vienna.

16. Then why do we use the words Envoy Extraordinary for a person upon ordinary service?—I imagine that many years ago, far beyond my recollection, an envoy extraordinary was a person actually sent as an extraordinary envoy for a special purpose. That distinction, however, has ceased to be observed. Lord Cowley, at Paris, although practically you may say he is ambassador in ordinary, is in point of fact called in his credentials Ambassador Extraordinary. I believe that in former times, although I only speak from an imperfect impression, there was a distinction drawn between an ambassador in ordinary and an ambassador extraordinary, but that does not prevail at the present day; there is no distinction in the Protocol of Vienna between persons on a special, and therefore extraordinary mission, and persons who would be strictly speaking ordinary ministers plenipotentiary;

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plenipotentiary; all, whether ambassadors or envoys, are classed under those respective denominations.

17. Do you happen to know whether any other country retains this denomination of "Envoy Extraordinary" for a minister on ordinary service?—Yes, I believe it is so generally.

18. Do you see any objection to confining the title of Envoy Extraordinary to what it really means, namely, a person who is employed upon a special mission?—I do not see any advantage in making a distinction which would be practically a distinction without a difference; if it had any effect it would be only to place our minister abroad nominally in an inferior position to the ministers of other states; so far as regards precedency there would be no difference, as they would all take rank under the Protocol of the Congress of Vienna.

19. I understand you to say that it would put them in an inferior position?—No, not as to precedency; they would take the same position as to precedency.

20. With regard to the secretaries of legation and of embassy, what has been the habit of this country as to the titles of first and second secretary?—We have no such title as that of second secretary in this country.

21. We have never had but one secretary attached to each embassy or legation?—No.

22. Do you think that there is any advantage in giving to the first paid attaché the title of second secretary of legation, as in other countries?—I should be glad to see it as regards the first and second paid attachés, for the very reason that it would put them in their proper position at the courts at which they reside, and it would moreover do away with a most grievous hardship under which I consider the junior members of our diplomatic service now labour, which is, that they cannot make any claim to a pension for service dating before the time they get their commission from the Crown. That has been a hardship of very long standing, and works in a most serious way to the prejudice of the diplomatic service.

23. Have complaints come to your knowledge on the part of persons of considerable station and position who have the present title of paid attachés, feeling that they were not sufficiently recognised at foreign courts in consequence of being regarded as inferior to the first, second, and third secretaries of other countries?—In the way of formal complaint I cannot say that there has been any; but I know that it is a grievance which is constantly felt and stated in conversation; I think there will be found in those papers which have been laid before the Committee, allusions from nearly everyone of our ministers abroad to the hardships imposed upon the junior members of our diplomatic service, both in immediate position, and as to their prospective advantages in the way of pension.

24. Would not the difference of designation affect the rank of paid attachés at the different courts?—Of course an attaché who was appointed to the post of second secretary of a foreign mission would necessarily take precedence of the first attaché of an English mission; but I do not know the practice in the foreign service as to constituting secretaries of legation. In our service it is under the sign-manual, and it used to be under the great seal; that latter practice, however, has been abolished of late years, and it is now merely a commission under the sign-manual, and under, I believe, the office seal; that is to say the Royal Arms; and if commissions were granted to attachés as second and third secretaries, such commissions would, I presume, be similar in form to those now granted to secretaries.

25. Are you aware of any instance of a commission being given to persons of lower rank than secretaries of legation?—The Oriental Secretary at Constantinople has a commission, and the Chinese Secretary, The attaché residing at Rome has also a commission as an attaché. I may mention another advantage in giving commissions to persons in a mission as second secretary, which is, that they would in the absence of the first secretary be able to act in legalizing documents under the Act of Parliament, which, strictly speaking, they cannot now do.

26. I think you made that statement before the Consular Service Committee?—Very likely I did.

27. Has any result followed from the opinion that you then expressed?—No; we have neither given commissions, nor changed the Act of Parliament, and without changing the Act we could not render valid the legalization of an attaché.

28. I find at Question 284, before the Committee on Consular Service and

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Appointments in 1858, that you were asked by Mr. Wilson, "Do you think it desirable to retain consular officers in inland towns, where there is no foreign trade, such as Paris? A man has enough to do there; he has a small salary; but he gets a good deal by his fees. Could not those be quite as well, or better, performed by a permanent officer being attached to the embassy?—Practically, the consul is so; he occupies a room in the embassy. Mr. Atlee, who is now a permanent officer in the embassy, will eventually execute the consular duties; we are rather embarrassed by a little oversight in the Act of Parliament which was passed the other day, which has restricted to the Minister and Secretary of Legation the power of legalizing documents. We find considerable inconvenience from attachés not having been named in the Act." Has that difficulty been remedied?—It has not.

29. From what you have stated with regard to the custom that existed some time ago of the attachés being paid out of the extraordinary expenses, would you not infer, that in the constitution of the diplomatic service of this country the service, as such, was considered as beginning, in strict sense, from the appointment to Secretary of Legation?—No, I do not think so; there was then a recognized body of attachés, and they were always considered as members of the diplomatic service. I believe it must be now nearly 30 years ago that the question arose as to putting them on the diplomatic fund, but I always considered the attachés to be members of the diplomatic service; it was open to all of them, paid or unpaid, at that time, to rise in the profession, although they began as unpaid servants; but the diplomatic profession was not then so strictly considered a profession as it is now.

30. I find in Lord Cowley's letter of the 18th of December, this passage: "I believe that at the beginning of the present century the only assistance afforded by the Government to the chief of an embassy or mission was that of a secretary; but the ambassador or minister was allowed to name a certain number of individuals, who, on his recommendation, were officially recognized as attached to him, and whom he could employ on the public service as he might deem useful. The post of an attaché was constantly filled in those days by young men of family and fortune, who desired to pass a few months agreeably abroad, and who could succeed in finding a friendly protector at some foreign court. The consequence was that attachés were looked upon as the personal friends of the Ambassador or Minister. They formed part of his family, and lived at his table, and sometimes altogether in his house, which in itself was an equivalent to a limited salary. But, on the other hand, they were not considered as forming part of the permanent diplomatic staff of the country. The services they might render gave them no positive claim to promotion, and, as a natural corollary, the ambassador or minister could get rid of them, should their conduct require it, or his caprice dictate it." Whether that is an exact account or not, at any rate it supposes a condition of things totally different from what exists at the present time?—Certainly; it must be remembered that at that time our missions were very fluctuating; we had a mission sometimes at a court which we shortly quarrelled with, and such mission was then necessarily withdrawn. At one time I dare say we had not above two or three missions on the Continent. There were constantly special missions. I should say that diplomacy never became recognized as a profession in this country, even in the most limited sense of the word, until the peace of 1815. My predecessor in office, Mr. Addington, I believe was an attaché in 1808, and he continued in the profession, and very likely others did the same, but of course I cannot say with what understanding those men entered into the public service. I have no doubt that Lord Cowley is perfectly right, and as an indication that he is right, I may mention that the old letter appointing an attaché, the ambassador or minister inferred that he was to consider him as part of his family.

31. When was that disused?—Not many years ago; it was considered that the attachés had ceased to form part of the family, and we altered the phrase in the appointment, and they are now considered as merely attached to the mission.

32. Therefore the present position of an attaché has really more of an official character about it than it had in former times?—I have no doubt that that is so.

33. And the tendency of the whole service of late years has been, has it not, to become more and more of a regular profession?—Yes.

34. Under

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34. Under these circumstances might it not become a matter for fair consideration whether the unpaid attaché, being deprived of all those social advantages which he formerly enjoyed, would not be entitled to some compensation in the way of a money payment, for the services he gives to the country?—I think that we may fairly ask a young man to enter the diplomatic profession for a certain time without a salary; I should have no objection to see them all paid on a limited scale, but at the same time I do not think it would be generally an advantage to the public service. I believe myself that the present arrangement, which admits of an attaché, within four years, on the average, coming into a salary of 250 *l.* per annum, is, upon the whole, as favourable to him as if he were put upon a scale, beginning with a salary of 100 *l.* per annum. You could not assign to a young man, upon his first entrance into the service, the same amount of salary as you now give to a man after six or seven years' service.

35. Do you think that the effect of having unpaid attachés in our service is to restrict the desire for admission into it to persons of independent fortune?—I think it is desirable that it should be so restricted; considering that in scarcely any position in the diplomatic service, a man can get on without the assistance of an independent fortune, it would be a great injury to the service, and to the public interests abroad, that a man should have nothing to look to but his official salary. I think we should require that an attaché should be in such a position that he might expect to receive some assistance from his friends, and I also think that, called, as he is, to mix abroad in the first society, his social position in England should correspond with that which he will hold abroad; I think that it would not be convenient for the public service, and rather unpleasant for the individual, if a man found himself thrown into a position which he did not feel himself equal to, and which perhaps he was not in reality equal to.

36. Is there not a considerable distinction between a man having so much independent fortune as would completely suffice for his maintenance in the position supposed, combined with some official salary, and a man who is thrown entirely on his own resources?—I think that at the outset, the official salary which could be fairly allowed to an unpaid attaché is so small, as scarcely to be taken into account; you could not give a man entering the diplomatic profession above 100 *l.* a year if you paid him: and I consider that a parent should calculate upon allowing his son, as an attaché abroad, at least to spend 400 *l.* a year; that is the least which I think he should be allowed. If he is prepared to give him 300 *l.*, I think he might as well give him the other 100 *l.* I do not really think, that in the way of assistance to the family, the small salary which would be allowed to a man commencing his profession abroad, is to be taken very much into account; it is an expensive profession, and I think that a man going into it ought to be prepared to meet the expenditure.

37. Is not a young man who is appointed as attaché to one of the principal Courts, compelled by the necessities of his position, if he lives, as he ought to do, in the best society, to live at a more expensive rate than perhaps he would do in any other position?—Perhaps it may be so; but then the situation carries with it advantages; it gives him a position in the place, which he would not otherwise hold; he has a recognised position, which he may make some sacrifice to possess, and retain.

38. Is it not a temptation to a young man, living in an expensive city, with no other resource but that which his family can supply him with, rather to restrict himself to an inferior class of society, and its demands upon him, than to mix with the general world, and avail himself fully of those advantages to which you have alluded?—I think that an attaché would be in a very uncomfortable position, both as to his colleagues in the mission, and with respect to those with whom he is in daily intercourse, if he could not live on a par with them.

39. Would it not follow, therefore, that if a young man has not very considerable means, receiving no assistance whatever from the State, he will be compelled, if he is prudent and sensible, not to allow to himself the advantages of his position?—Yes; and that is the reason why I should say a man ought not to seek that position unless he has a fair amount of means at his command.

40. Would you admit that the circumstance of not paying the attachés, really does amount to a very strict property qualification?—Yes; and I think it is desirable that it should be so.

41. From what you have stated as to an attaché being no longer a member of the

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the family of the ambassador, is it understood that an attaché has no claim upon the hospitality of his chief?—Not the least claim.

42. Are you aware whether that is different from the practice of other nations?—In some countries the regulations require that the attachés should be maintained by their chief, and in other countries they allow the chief to commute the maintenance by a money payment. In others, I believe in France lately, the Government commute it themselves, and in others there is no claim at all. I believe that that is the result of the reports. In Russia, I believe that the rule is, that the chiefs must keep a table for their subordinates. I believe that the Austrian rule is the same; but I am not quite sure that the Austrian rule does not admit of commutation. In France it was a table or commutation; but now, I believe, they have substituted an increased rate of salary for either the one or the other.

43. As far as you know, as to the practice of the leading states in Europe, we are the only nation which employs the services of its attachés, without giving them any corresponding return whatever, either in the way of pecuniary assistance or a social position?—We give them a social position.

44. I meant rather providing them with social comforts?—I cannot say. I believe they have what they call the unpaid attaché in many services. I believe they have him in the French; and I am not aware that those who are unpaid receive any compensation in the shape of commuted allowance. In some countries it is a condition that attachés shall serve for a certain time without any remuneration whatever.

45. But would there not be a great distinction between an arrangement which attached a young man to a mission for one or two years, for educational purposes, and the present system, which allows him to remain always for four or five years unpaid, and sometimes for ten or twelve?—I should not at all object to modifying the rule as to the unpaid attachés, and after a certain period of probation, a year, for instance, and after seeing what they were worth, giving them a certain salary; but then it must be a salary calculated on a far different scale from that which prevails now; for instance, I would not give a man 250 *l.* a year after one year's service. I would in that case endeavour to adopt a scale more like the scale of the Government offices at home.

46. You have stated that paid attachés are generally paid now after four or five years' service; is not that a recent practice?—Only so far recent, as it has resulted from more frequent demands for paid attachés, by which the promotion of unpaid attachés has been accelerated; some, I think, have served only three years.

47. There is nothing in the constitution of the service that prevents a man remaining an unpaid attaché for any period, is there?—Nothing in the regulations; but practically they rise I think very nearly in rotation.

48. Practically speaking, are such cases as that of Mr. Lonsdale, who was appointed attaché in 1842, and was not paid till 1858, or that of Mr. Otway, who was appointed attaché at Stockholm in 1830, and who was not paid till 1843, of rare occurrence?—Of very rare occurrence indeed now. Latterly I should say that between three and four years was upon the average of late years the period of unpaid service.

49. Mr. *Fitzgerald.*] What has been the length of the service of the senior unpaid attaché?—The senior unpaid attaché on the list is Mr. Labouchere, who was appointed in 1855, but it is difficult to speak about an individual case. The next after that, the person who is now senior, was appointed in March 1856.

50. What has been the length of service of the senior paid attaché?—The senior paid attaché was appointed in 1848; the next was appointed in 1852. I should mention that they were peculiar appointments. I do not think that either of those two gentlemen were ever unpaid; they both belong to the Persian mission.

51. *Chairman.*] Below the rank of attaché, are the Clerks recognised as part of the service?—No; they are not recognised as members of the diplomatic body. I believe that there are only two or three clerks; there are at some places translators, and in some cases the translators are nominally appointed attachés, and there are also in some cases, I believe, private secretaries to the Ministers for the time being, having appointments as attachés. But such appointments are merely honorary and give no claim to promotion.

52. Is the Clerk of a Mission supposed to be dependent upon the head of the mission,

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mission, and having no connexion with the Foreign Office?—He is appointed, and sanctioned by the Foreign Office, but he does not rise in the diplomatic profession; I believe there are only two or three instances of them; there is one at Rio.

53. Does not the title of Clerk of a Mission with us correspond with the *chancelier* of foreign missions?—No; we never recognised any analogy of the kind between them.

54. Sir *Minto Farquhar.*] Was the clerk at Rio appointed by the Foreign Office?—I cannot tell you exactly; but his appointment was sanctioned by the Foreign Office, and he is paid by the Foreign Office.

55. In Sir Alexander Malet's letter to the Foreign Office, dated 29th December 1860, he mentions the "clerks of missions" as "corresponding with the chanceliers of foreign missions of similar rank"?—I am not aware of any general appointment of such officers as clerks of missions. The only diplomatic establishment that we recognise is that which is to be found in the papers before the Committee.

56. Are you aware whether an attaché frequently acts as the clerk of a mission?—I do not exactly understand what the office of clerk of a mission is; in some few instances there may be a clerk, or there may be a translator attached to a mission; the duties of the latter are obvious, but I cannot say what the duties of the former are: he may do any odd jobs about the mission, but if there is no clerk and no translator, the business, whatever it is, must be done, whether it be done by an attaché or the secretary; but we do not recognise in our service generally the office of clerk. I see a charge for interpreters, attachés and clerks, in the account of Extraordinary Expenditure at Paris and Constantinople; at the latter it is for interpreters entirely. The same is put down for Brazil, Greece, and Buenos Ayres, and for some of the South American places, but I believe that these are mostly translators.

57. Mr. *Layard.*] At Constantinople there is a superintendent of the chancery, is there not?—Yes.

58. He is paid as such and recognised as such?—I do not think he is paid as such, strictly speaking.

59. By Lord John Russell's despatch to Sir Henry Bulwer, dated the 6th of December 1860, Count Pisani is recognised as a member of the embassy after the Oriental secretary, or the third after him as superintendent of chancery and keeper of archives?—Yes; but then there was a particular reason for that. It was found advisable last autumn to lay down general rules for the conduct of the diplomatic service, and the question then arose, what should be done with a person holding the anomalous position that Count Pisani held, for he was never recognised by the office as holding the position that he has held by favour of the ambassador, overriding everybody in the embassy, and having the total and almost exclusive charge of everything going on there. It was intended in passing those regulations the other day that Count Pisani should occupy the place of archiviste, which he also held nominally in the embassy, it having been conferred upon him, not by the Foreign Office, but by the good pleasure of the ambassador for the time being. Sir Henry Bulwer represented, and Count Pisani himself represented, that it would be a very hard thing, as he had been practically superintendent of the chancery, to designate him merely as archiviste, to place him below all the rest, and although it was an objectionable arrangement with regard to the diplomatic service generally, yet, considering Count Pisani's worth and his zealous and faithful services, it was thought that as he had held the place so long, and had done his duty so well, it would be unfair to displace him, and so a special office was created for him, and he was placed at the head of the chancery, instead of designating him merely archiviste. But no general inference can be drawn from that case. The case of Mr. Atlee at Paris is similar. In making the new regulations the librarian at Paris was placed after the attachés; it was overlooked at the time that a different position had been formerly assigned to him, and Lord Cowley having called attention to the fact, he was replaced in the same position that had been assigned to him before.

60. *Chairman.*] We have, therefore, no officer in our European missions corresponding with the *chancelier* of a foreign legation?—None.

61. Do you think that any such officer is required?—No.

62. What is the difference between our legations and others which enables us to dispense with that officer?—I am not able to say in what way the business of foreign

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foreign legations is conducted; we do not want one, for any of our own purposes; They have in a foreign chancery an officer that we have not, called "Conseiller d'Ambassade," but what his precise duties are, I never could understand.

63. Are, then, such duties as may be required of the *chancelier* in foreign legations discharged by attachés in ours?—I really do not know what is required of the *chancelier*, and the only answer therefore that I can give to the question is, that whatever duty is required is done by the attachés.

64. With regard to the private secretary of a minister, does the Foreign Office take cognizance of that office?—We do not allow any salary for him. A minister may appoint a private secretary, and frequently, and on the application of the minister, the Secretary of State will give him a temporary appointment as an attaché, in order to give him a position, but the individual under these circumstances is not reckoned to be generally in the diplomatic service; for instance, Sir Henry Bulwer's private secretary, Mr. Calvert, is not reckoned in the diplomatic service.

65. Sir *Minto Farquhar*.] Is Mr. Atlee?—He is recognised; he is registrar and librarian; he continues to hold the appointment of unpaid attaché, with the understanding, however, that he has no claim to further advancement in the diplomatic profession.

66. Mr. *Fitzgerald*.] He was originally private secretary, was he not?—I believe that he acts as Lord Cowley's private secretary now, but we do not recognise private secretaries as being in the diplomatic service.

67. *Chairman*.] Do you think it would be an advantage if it were recognised, so that the private secretary of the chief of an embassy, on a large mission, should have something of the relation of an aide-de-camp to a Governor General, or a private secretary in a Secretary of State's office in England?—He would have that conferred upon him in the household of the minister. I suppose that he attends to the business of the minister's house, and he does not require an appointment of that kind in the Foreign Office to enable him to do that.

68. If it was thought advisable in any way to alter the position of attachés in the way of remuneration, might not one of the attachés receive a salary in that way, as private secretary of the chief of the mission?—As to any private arrangement that might be made between the minister and the attaché, by which the latter acts as private secretary, we should take no notice of it; it frequently is done, I believe, but whether the minister pays the attaché, or not, I do not know.

69. My question was, whether there would be any objection to a salary being attached to that office, the individual to be selected from the attachés by the minister himself?—I do not think it is an expense which the public are called upon to incur for the convenience of a minister.

70. Mr. *Hope*.] Does not your own circular, of 6th November 1860, provide for the case; you say, "I have only to observe on this point, that if the ambassador or minister sees occasion to employ one of the attachés as his private secretary, the manner in which such attaché should be employed in the transaction of the public business of the embassy or mission is not to be affected thereby, but is to continue to be governed by the rules which I have laid down, and must remain in entire subordination to, and under the control of, the secretary of embassy or legation, and of the attachés holding a superior position to him in the chancery"?—Yes; an attaché employed as private secretary does not cease to be an attaché; the object of that passage of the circular is, to prevent a private secretary, because he is private secretary, going into the chancery, and taking the lead of attachés senior to himself in the chancery; it is sought to maintain subordination in the chancery, by providing that a man, although he may be acting as private secretary to the minister, should, when he came into the chancery, hold in the chancery only the same position as all the other attachés; that was the meaning of that paragraph; it was to guard against what had occurred in a case where a minister not only employed an attaché as his private secretary, but also gave him an undue position in the chancery.

71. *Chairman*.] When a Foreign Secretary of State selects the clerk to act as his private secretary, does not that clerk receive an additional salary?—Yes, he does.

72. What would be the objection to a similar arrangement being made with regard to our missions, supposing it was thought advisable to make any alteration in the position of attachés?—Because the wants of a Secretary of State for Foreign Affairs, in the matter of a private secretary, are much greater than the wants of an Ambassador.

73. Do

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73. Do you suppose that an ambassador to one of the great courts could perform his functions without the assistance of a private secretary?—It depends very much upon the way in which a man does his business; in this country, in some offices, the under secretary has a private secretary.

74. You do not think that any advantage would result from making the private secretary of a minister part of the establishment?—None at all; but in fact a disadvantage; the Secretary of State is responsible for the appointment of the attachés, but he would have no control over the appointment of a private secretary, and therefore no responsibility, I think that the Secretary of State could hardly appoint a private secretary to a minister.

75. Would you not prefer that the private secretary of a mission should be a member of the mission, and recognised as a public servant?—No, I do not see that it is at all necessary; upon the whole I should say it would be objectionable.

76. Mr. *Fitzgerald.*] With reference to the opinion you expressed, that you thought it desirable that the first, and second, and third paid attachés should be called second, and third secretaries of legation, you said that it was a fault in the present Act of Parliament, that the attachés could not legalise documents, and that an alteration would be required to enable them to do so; would any alteration in the Act be required if the first and second attachés were simply named as second and third secretaries?—No, I apprehend not; I believe that the Act is sufficiently large; I conceive there could be no question about it if they had commissions from the Crown, as Secretary of Legation, second or third.

77. Have you at all considered what would be the additional expense to the country supposing that a small salary, such as 100 *l.* a year, was given to those who are now unpaid attachés, after a short term of years, until they arrived at the rank of paid attachés?—I do not think that the increase would be much, as of course there would be a reduction in the rate now allowed to paid attachés on their first appointment as such.

78. Why would there be any reduction?—I should not think it right, if you paid a man from the commencement, that he should rise after only three or four years' service, to the salary of 250 *l.* a year. My view of the case is, if it is decided to abolish unpaid attachés, and give all attachés a salary, that the salaries of attachés should be fixed on a scale similar to that of the junior clerks in public offices.

79. Could you expect a man to be resident at a foreign court, and to go a good deal into society, and give him a smaller salary than 250 *l.* a year, after four or five years' service?—If you pay him during the whole time that he is employed I think you must adopt the rule that is applicable to the whole of the civil service, in which a man rises gradually. The clerks, in the Foreign Office, commence at 100 *l.* a year, the salary increasing 10 *l.* a year, till they get into a higher class, where they commence at 150 *l.*, and then go on till they rise to 300 *l.* I should think that that would be very much the principle to be applied to the diplomatic body, if you do away with the system of unpaid attachés.

80. But suppose that there is no deduction made in the salaries paid now to them after four or five years service, have you calculated what additional expense would be entailed upon the public?—It would be simply adding to the number of unpaid attachés 100 *l.* a year for each of them.

81. How many unpaid attachés are there?—I think the number would be above 40.

82. About 4,000 *l.* a year?—Yes; I think, however, the Honourable Member contemplates not a progressive scale, but that they should receive only 100 *l.* a year, however long they might have to wait before arriving at the rate of 250 *l.*, which is now the maximum salary of a paid attaché; I am contemplating a progressive scale.

83. Sir *James Fergusson.*] You stated, I think, that you regarded the position of the unpaid attachés as one affording them education for their subsequent duties?—Yes.

84. Would you approve of the payment of the attachés when by a certain term of service they had proved their competency?—I should not have the least objection to their being paid even from the beginning, if you paid them on a scale.

85. Will you state whether, in your opinion, a certain term of service should not entitle attachés to pensions, although, from the slowness of promotion, but a short

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short time may have been passed in the higher ranks?—Yes, certainly; I think that the present system is a very cruel one; take the case of Mr. Elliot, who left Naples the other day; he has been 21 years nearly in the service, but he cannot receive a pension.

86. Would not the creation of the rank of second secretary, in lieu of first paid attaché, facilitate such a boon to the service?—Yes; if created, as I hope it will be, by a commission from the Crown; the Act of Parliament says, that it must be from the date of the commission, and my opinion certainly has always been, that when attachés were placed on the Diplomatic Fund, that ought to have been considered as conferring an appointment under commission from the Crown, and claim to date from such appointment their services for a pension. I have frequently mooted the matter in the office, and have so expressed my opinion, but it has never been acted upon; but I have always thought, and I think now, that directly they came upon the Diplomatic Fund, their time ought to have counted for a pension.

87. With regard to military attachés, is that a class of attachés which has only been recently employed?—Yes, only recently; Colonel Claremont has, however, been some time at Paris; they are officers high in rank in the navy and in the army, and they are employed in attending to what is going on with respect to military and naval matters, and they report to the ambassador, and through him, to the Government at home.

88. Are these persons appointed temporarily, or is it intended that they should be permanent appointments?—With regard to the permanency of such appointments I cannot speak, but I do not understand that they come into the regular line of the diplomatic profession.

89. Are they appointed at any courts at present, except in Paris and Berlin?—No.

90. How is the precedency of military attachés regulated in their respective embassies?—There is no rule laid down upon that point.

91. Practically do they take rank before or after other attachés?—No rule has been laid down on the point. I should say myself if the question was raised, that it would be bad taste in an attaché, considering the high military or naval rank that these gentlemen hold, to raise any question of precedence with them; they are of high standing in their respective services, and are only attached for special purposes to the diplomatic service; I should consider, myself, that they ought to hold the place of officers high in the military or naval service of the country, and should have precedence accordingly.

92. But no rule upon this point has been laid down?—No.

93. Are you aware what the custom of foreign powers is in that respect?—No.

94. Mr. *Hope*.] You stated the difference, or rather you stated that there was none, between an envoy extraordinary and a minister plenipotentiary, is there not an essential difference between both those offices and that of ambassador?—The essential difference, or rather the technical difference is, that an ambassador represents the person of the sovereign, and that an envoy represents the Government; as representing the person of the sovereign, an ambassador has a right to demand an audience of the sovereign at the court to which he is accredited, but a minister has no such right.

95. Then that comes to be more than a technical difference, does it not; it is a very important one?—It is a very important one; an ambassador can have an audience without attracting attention, but a minister could not have one without not only attracting attention, but, it might be, creating jealousies.

96. I need perhaps scarcely ask you, but I presume that there are many occasions on which, in autocratic governments, such a circumstance is one of great importance?—Yes.

97. Now referring to the question of substituting the title, or rather the office of second and third secretary for attachés, I believe that the whole of our representatives abroad are unanimously in favour of that?—Quite so.

98. On the question of paid and unpaid attachés, you were asked whether there was any court besides our own, where they had no social advantages; I believe that the whole of the foreign courts, like ourselves, employ them in the first instance without salary?—I believe that the majority of them do. I know that in the French service there is what is called the "*attaché libre*," which means an unpaid attaché.

99. I believe

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99. I believe that Austria, Prussia, Russia and France all employ them in the first instance without pay?—I know that in some of those courts they exact unpaid service, and that an attaché is not paid until he has served a certain time as unpaid.

100. In looking through these reports, it appears that in Austria, French, Russia and Prussia, they enter the service as unpaid attachés?—I cannot speak as to any particular case, but I think that in most of the courts that is the practice.

101. *Chairman.*] Without any advantages?—I imagine that in the France service there are no advantages.

102. Mr. *Hope.*] With regard to the "Keeper of Archives," I see that in your circular of November 6th, you refer to such an officer?—Yes.

103. You state, "The position and duties of the Keeper of Archives in those embassies or missions to which such an officer is attached, will correspond with those of Librarian of the Foreign Office, although his duties, in regard to the correspondence, will commence at an earlier period than those of that officer;" would not such an officer be advantageous in important missions?—At Paris there is one; and at Constantinople there is one; but I do not think it is necessary to have them in any of the other missions. I think that if the registers are properly kept, the attachés ought to be able to take care of the papers.

104. Does this opinion of Lord Napier at all weigh with you: he considers that the effect would be that the attachés would devolve upon that officer part of the duties that they ought to perform themselves?—I should think that such would very likely be the case.

105. The *Judge Advocate.*] Did you express an opinion that it would be expedient to do away with the system of unpaid attachés, and substitute a lower scale of salary?—I think that if you do away with the system of unpaid attachés, it would be necessary to establish a scale. Personally, I should see no objection, after a man has been a year an unpaid attaché, to giving him a salary. It would be as well, I think, to see what he was likely to turn out before giving him one.

106. Do you assume that the scale would entail about the same charge to the public, and be rather lower indeed after a certain time, although they might commence payment rather earlier?—Yes, upon my principle. It would not be right to injure any existing interests, but, in the course of years, I should think that the difference would be very little, supposing that the scale of the two junior classes in the Foreign Office, which I think is the right scale, were adopted.

107. Mr. *Grant Duff.*] At some of the larger embassies, such as at Paris, where there is a good deal of copying to be done, why could not a good deal of that work be performed by temporary clerks?—For the same reason that I should be very sorry to see temporary clerks introduced into the Foreign Office, I should be still more sorry that they should be resorted to in an embassy or mission.

108. But after all, there must be a good deal of work that passes through a chancery, like the one in Paris, that is really not important?—I do not think that it can ever be said that there is any part of the business in a public office a knowledge of which does not stand a man in good stead when he rises to a higher place; I think that a man cannot do well the business of the higher positions in a public office, unless he has regularly gone through the whole routine of it.

109. But when he has once learned it, is it important that he should be always practising it?—I do not see that there is any harm in his doing so; I see no inconvenience, and no injurious effects from it in the Foreign Office; and I do not see why it should injuriously affect the efficiency of the service abroad.

110. Do you think that if attachés were set free, to a certain extent, from that purely mechanical work, and they were willing to devote more to making themselves acquainted with the country where they were, that that could be done?—I do not think, that as regards the general rule of our missions, there is so much to do as very materially to interfere with either the improvement or the amusement of attachés. In Paris and Constantinople the case may be different. I am not aware that there is that amount of mechanical work to be done by the attachés from which it is important to relieve them, or from which they could be relieved, without introducing a different class of men into the chancery, which, I think, would be attended with most serious inconvenience.

111. Mr. *Layard.*] At the beginning of your examination, you stated that no

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very great changes have taken place since you have been in the office, except one or two that you mentioned; but is it not your opinion, that during the last few years there has been a desire to place the diplomatic service upon the footing of any other profession?—Yes; to make it a regular profession.

112. That was not so formerly, was it?—I imagine that it was not. It has been always a profession since I have been acquainted with the office, but it has become more of a profession now than it was then.

113. I suppose you consider, after all, that it must, in its higher grades, to a certain extent, be an exceptional profession?—That is to say, a profession into which people may be introduced who have not been regularly trained up to it. You mean, I presume, that it is not necessary that a man, to be an ambassador at Paris, should have been an unpaid attaché.

114. Yes?—I think that nothing would be more injurious to the public interests than to lay down any definite rule by which a Secretary of State should be precluded from appointing to an embassy or mission, or to any special diplomatic service, a person who had not been brought up in the diplomatic profession. I think that the hands of the Secretary of State ought to be perfectly free in that respect, and that the interests of the country are consulted by leaving them so.

115. Do you make that as a general statement, or do you limit it to any particular branch of the profession; for example, would you apply the same observation to secretaries of legation, or secretaries of embassies, as to the heads of missions?—No; only to heads of missions.

116. Up to the secretary of embassy you would have it a regular profession, to which there should be a regular rise?—Yes, subject always to the consideration of permanent fitness, I would not say that an incompetent man should, on the mere ground of seniority, be appointed secretary of Embassy at Paris, but certainly whoever may be appointed ought to have gone through the regular grades of paid and unpaid attaché.

117. You would not entirely limit it to seniors?—No.

118. Have you expressed any opinion with regard to the preference to be attached to embassies or missions?—I think it is very desirable in certain courts that there should be an embassy.

119. The embassy stands higher in diplomatic rank, and all those who are attached to it; the secretary, for example, ranks higher than the secretary of a mission?—Yes; he is secretary of an embassy. I apprehend that an attaché to an embassy would go before a foreign attaché to a mission, but I really do not know. We should not consider an attaché to an embassy to have, as such, a higher position in our service than an attaché to a mission.

120. Do you think it would be possible to have in the diplomatic profession a certain fixed number of attachés and secretaries, as there are in the French diplomatic service?—It would be difficult to lay down a positive rule upon that point. There is a rule laid down as to secretaries, and there is only one to each mission. As to attachés, the work of a mission varies at different times; sometimes it wants more assistance and sometimes it can do with fewer; but I do not think you can lay down any precise rule upon that point.

121. You are no doubt aware that in the French service there is a certain number of each?—Yes; but I presume that does not preclude an addition to the number of unpaid attachés.

122. In the French rule as laid down in the imperial decree of the 18th of August 1856, it is stated that there shall be altogether 62 secretaries, 14 secretaries of the first class, 24 secretaries of the second class, and 24 secretaries of the third class, and I believe that in the French diplomatic service there are no paid attachés. Do you think it would be possible in the English service, supposing that we had paid attachés of different grades, and secretaries, to have a definite number?—Practically we have that now; we assign so many paid attachés to each mission, and except under very peculiar circumstances, we should not increase that number.

123. There is now no limit to the number of paid attachés whom the Secretary of State may appoint?—Except that as managing a public fund he would not appoint a new paid attaché without some special reason for it.

124. If you had three classes of secretaries, as in the French diplomatic service, of course it would be understood that each secretary would take precedence according to his rank, 1st, 2d, and 3d, and so on?—Yes.

125. Now

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125. Now I believe all paid attachés take the same rank, do they not?—Yes; that is to say, there is the first paid attaché and the second paid attaché in a mission. I suppose that if there was a question of precedence the first would walk before the second. We do not lay down any rule for that; we leave it to be regulated by common sense and good feeling.

126. According to the French system each secretary must serve for three years before he can be promoted to a superior grade. Should you propose such a system as that, supposing that we had secretaries of the 1st, 2d, and 3d class?—No; I think it is always undesirable to establish rules of that kind, except when absolutely necessary; but practically it would come to the same thing.

127. According to the French rule, no attaché can remain for more than eight years as an unpaid supernumerary; do you think it would be advisable to lay down some such rule with us?—Practically a man certainly does not now remain eight years unpaid. I am rather averse to laying down rules, unless there is an absolute necessity for them. We had gone on for a great number of years, until the other day, without laying down a rule as to the management of the chanceries, and they went on very fairly; but peculiar circumstances having rendered it desirable to lay down rules, they were applied generally to the principa missions, though not to the small missions.

128. What is the lowest pay now received by a paid attaché?—£.250 a year.

129. Are you aware that the pay of the French third attachés is 120 *l.* only?—I know that their rates of pay are much less than ours; but if commutation money is added, I think it would come to much about the same thing. Still our salaries in the lower grades are generally higher than the salaries in the foreign services.

130. You stated that you did not think any person should enter the diplomatic service who had not some little fortune of his own; what is your idea of a fortune of his own?—I have fixed in my own mind what a man ought to have as attaché, one court with another, and it is between 400 *l.* and 600 *l.*; I consider he should have 600 *l.* at Paris and 600 *l.* at St. Petersburg; I mean that he should be able to spend that amount.

131. Besides his pay?—No; I mean altogether, that he ought to be able to spend that, whether received from public pay or private resources. From inquiries that I have made as to two places, I find that an attaché could hardly live as he ought to live in the one place under 400 *l.* a year, and in the other under 600 *l.* a year.

132. *Chairman.*] Are you aware that in the last French Decree of 1856, every person appointed attaché must prove that he has an income of 6,000 francs a year?—I know that there is some regulation of that kind; but may I be permitted to say that I think that in all situations of life, parents are expected to contribute to the maintenance of their children far beyond their age of pupilage. I know that it is frequently considered that when a young gentleman gets his appointment in the public service, the salary of that appointment ought to keep him; but I am disposed to contend that in all those cases, the parent ought to render the young man a certain amount of assistance, in order to eke out his salary to what he can live for according to his station in life.

133. Mr. *Layard.*] Practically then, you would reserve the whole of the public service for those who possessed private means?—I imagine if you take the case of office in London, that very few of the clerks in the higher offices can live upon 100 *l.* a year.

134. I suppose you consider the position of unpaid attaché affords a kind of preliminary education for the diplomatic profession?—Yes; it is a condition precedent to rising in the diplomatic service.

135. Suppose that a parent could support a son during that probationary period, is it not fair that when he has once entered the profession as paid attaché, that his pay should be sufficient to maintain him comfortably?—I am rather disposed to be a liberal paymaster, but unfortunately, the wishes of the Foreign Office cannot always be acted upon, because we do not hold the purse strings, and we are obliged to fix our allowances by what our funds will allow, or by what, in case of votes of Parliament, the House of Commons will allow, and certainly during many years of a clerk's life in London, I apprehend that he cannot exist without assistance from his family, even if he has a home in the residence of his family.

136. When a nomination is now given, does the Minister practically ask the

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family of a young man whether they can maintain him?—I do not imagine that he asks them that question; but I am not aware how the nominations are made.

137. But it would be necessary, would it not, that that question should be asked?—I should think that it is an understood thing.

138. Do you not think that it is important in some of the great missions, where there is a large amount of business to be done, to have something like a keeper of the archives, who would be acquainted with all the details and all the papers?—I think in Paris it is always necessary, and perhaps at Constantinople, but I doubt the necessity of it in other missions; in the two places I have mentioned, we have embassy houses, where they can keep a regular library, which they cannot do in other missions, where the minister may be residing at one time in this part of the town, and in that part of the town at another. But where the correspondence is so large as it is at Constantinople and at Paris, it may be a useful thing to have one. I have never heard any complaints of the want of a keeper of archives in other missions.

139. I think, in reply to a question put to you just now, you stated that it was not advisable to have persons introduced into an embassy, who were not formally attached to it, to work; does not that apply also to the private secretary of an ambassador?—Strictly speaking, the private secretary of an ambassador should do nothing but the private business of the ambassador; strictly speaking, he has no place in the chancery.

140. Mr. *Fitzgerald.*] For instance, a private letter passing between the ambassador and the Secretary of State?—It must be assumed that, as the ambassador always appoints his private secretary, he appoints a person who is in his confidence, and therefore the private secretary *pro tanto* represents the ambassador, and is, so to say, identical with him.

141. Mr. *Layard.*] Is it not very important, considering the very confidential nature of his business, that he should be a person formally attached to the embassy?—No; I think it is more desirable that he should be identified with the ambassador.

142. I presume you have read the despatch of Lord Lyons in answer to the queries sent to him?—Yes.

143. Do you agree with him in the answer he gives at page 175?—No, I do not agree with him; I do not think that it is at all necessary that a private secretary should hold, as such, a regular diplomatic appointment. Of course, Lord Lyons being a minister, can better understand than I can, what bearing the appointment would have upon the comfort and dignity of a chief; not having been a minister, I do not feel myself called upon to give an opinion on that point.

144. Mr. *Hope.*] Might it not have a prejudicial effect in the event of a change in the head of the mission, having a person in office who had conducted the confidential correspondence of the previous minister?—We have the same thing in the public offices; the private secretary, who is a clerk in the office, goes back into the office, and does the ordinary business of the office, although he has been private secretary.

145. Mr. *Layard.*] Mr. Atlee, I understand, is now in the profession?—He is librarian.

146. And you said, I think also, that he was an attaché?—Yes, he is also an attaché; but I believe he was specially attached in consequence of his being private secretary, in order to give him a position in the diplomatic body. It is intended when the present consul vacates his office, that Mr. Atlee shall perform such consular business as is required to be done.

147. Mr. *Fitzgerald.*] Is Mr. Atlee so far considered in the service that he might be removed as attaché to any other embassy?—No. His position is this, that he is attached to the embassy with the position of an attaché, but his duties in the embassy are those of a librarian; but he will eventually combine with those duties such consular duties as may require to be performed when the present consul vacates his office. That is the arrangement with the Treasury.

148. Is that settled by minute of the Secretary of State?—Yes, by a regular Despatch.

149. Mr. *Layard.*] The same observation I suppose applies to the two gentlemen connected with the mission in Persia?—No; they are regular attachés.

150. How

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150. How is it that they have been so many years attachés; I thought you said that they were in an exceptional position?—There is no positive rule against their going elsewhere. In saying that they were in an exceptional position I meant that they were never unpaid attachés, but they are regularly in the diplomatic service.

151. I believe that, chiefly upon your recommendation, there were four young men sent to Constantinople to be brought up as interpreters to the Embassy?—As oriental attachés.

152. But they were intended, were they not, to supplant Pisani and the other dragomans of the place?—Not to act as dragomans, but the intention was to establish at Constantinople the practice which obtains in Persia, where there are no dragomans; but all the members of the mission understand, or ought to understand, Persian.

153. But these gentlemen were sent to Constantinople, with the understanding that they should belong to that embassy, and not be transferred to any other?—I am not aware that it was so stated in terms; but it certainly was the understanding, and my understanding at the time.

154. That scheme, I believe, has not succeeded?—That scheme, unfortunately, from peculiar circumstances, has broken down.

155. One of those gentlemen was Mr. Doria?—Yes; he was Secretary of Legation in Persia, and he is now Secretary of Legation at Parana.

156. He was exceptionally taken away from Constantinople, and sent elsewhere?—Yes; there was no absolute rule against his being taken away; we should have considered Persia a cognate service. I should never have questioned a transfer from Constantinople to Persia.

157. Mr. Hughes, I believe, was made consul?—Yes.

158. And he was brought back again to the post of secretary?—Yes, of oriental secretary.

159. Do you think it is advisable that another attempt should be made, and that other young men should be sent to Constantinople for that peculiar embassy?—There has been so much disappointment connected with those appointments, that I should be very sorry to embark in a similar plan; and it is, perhaps, less necessary now than it was before, because we are gradually being relieved from the necessity of knowledge of oriental languages; a great number of the Turkish Ministers can now talk French, so that the ambassador can transact his own business with them.

160. Would you propose to keep an oriental secretary there, after Mr. Hughes?—Mr. Hughes is a young man now, and I could hardly say what we should do if a vacancy were to occur; but I should be disposed to keep up the appointment, for it will be always necessary to have a certain power of interpretation, and always desirable to have a person of high standing at the embassy, qualified to check subordinate interpreters.

161. At the present time I understand you to say that there is no attaché at Constantinople, or person attached to the embassy, who is required to understand the Turkish language, except the oriental secretary?—We have a very able orientalist there in the person of Mr. Lionel Moore, who was appointed from his knowledge of oriental languages; he is the son, I believe, of the Consul General at Beyrout; recently we have ceased naming attachés with reference to a knowledge of oriental languages, and we have, in consequence, reduced the number of paid attachés; we have now four, and there were six.

162. How many are unpaid?—There is Mr. Calvert, who is nominally attached, being private secretary to Sir Henry Bulwer; he is unpaid, and there is one regular unpaid attaché.

163. But, altogether, the embassy at Constantinople is on a very different footing now from any other embassy?—It has one more paid attaché; the Constantinople Embassy is, however, rather strongly provided in other respects, because it has got Count Pisani, who is practically a paid attaché, and an Oriental Secretary as well as a Secretary of Embassy; but, I think, it wants more assistance.

164. Do you not find that, generally speaking, in large missions there is a complaint of their being overworked; for example, does not Lord Cowley complain at Paris?—I have heard no complaint; I have heard incidentally, in conversation,

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versation, that at the Paris embassy there is a good deal of Sunday-work, and that the attachés do not get their seventh day to themselves.

165. Practically, do you find that unpaid attachés work as well as paid attachés?—I hear no complaints from the missions of all the men not doing their best; of course there may be different abilities among men.

166. I gather from these Despatches, in the answers sent to the Foreign Office, that many of the heads of missions say that they cannot practically make use of the unpaid attachés as they can of the paid attachés; that there is a delicacy in calling upon them?—I think it is a very false delicacy; the mistake they make arises from not considering the unpaid attachés as public servants, whereas all the attachés are public servants, and bound to do the duty allotted to them; there ought therefore to be no delicacy on the part of the ambassador in employing an unpaid attaché.

167. Do you not think that if it was generally understood that an unpaid attachéship was a probationary employment for a term of two or three years, at the end of which, after a certain examination being passed, a man should be qualified to enter the profession as a paid attaché, that their position would be different, as they could be made to work them, like any other attaché?—I am not aware that there has been any demur on the part of any attachés to do their work as unpaid attachés; I do not think that it requires any understanding. I have never heard from Paris, where there are a number of unpaid attachés, that there was any unwillingness on the part of unpaid attachés to do their work.

168. *Chairman.*] Are you not aware that in a circular despatch from the Foreign Office, regarding the leave of absence, this phrase occurred: "I have not thought it necessary to say anything about unpaid attachés, as the public has no claim on them such as it has on secretaries and paid attachés, who are in the receipt of salaries"?—Yes; it has not the same claim; the unpaid attaché hangs loosely, as you may say, by the profession; but, at the same time, the unpaid attaché asks for his leave just as the paid attaché does; he does not absent himself when he likes, or for as long as he likes. But what is meant is, that if you pay a man for his services, you have a right to expect that he should fulfil his part of the bond; but there is no such bond in the case of an unpaid attaché.

169. Mr. *Layard.*] If it were fully understood that a certain period of service should entitle him, upon the passing of examination, to become a member of the profession, do you not think that he would then be induced to work like any other attaché?—I would rather say that he works now without that understanding. The circular says that a man who receives the public money shall not be absent from his duties above a certain time; but that a man who does not receive the public money should not be subject to any such strict rules. That was the meaning of the circular, I know. We thought that a recipient of the public money was more bound to do his work than a man who was not receiving it; but still they were all, though perhaps not equally, bound to do their work.

170. I believe that the attachés at Constantinople used to live with the ambassador and to dine with him?—Not necessarily to dine with him; I do not think that it has ever been obligatory upon the ambassadors in our service to keep a table for the attachés; but we lodge them at Constantinople.

171. And give them the use of the Embassy kitchen, do you not?—There is a kitchen for them in the Embassy; we built a kitchen.

172. Mr. *Hope.*] I believe that although several eminent diplomatists who have made reports state that they feel a difficulty in requiring services the from unpaid attachés, they also add that they work most diligently, and give their services most willingly?—Certainly; and I do not hesitate to say that I perfectly concur with those ministers in that respect; I cannot express that too strongly.

173. Mr. *Layard.*] Are you going to attend to the suggestion made by Mr. Harris, to send out attachés to the South American semi-diplomatic missions?—We do not send attachés generally to places where there are only chargés d'affaires; I do not mean to say that it might not be desirable to send them, but the class of diplomatists to whom Captain Harris alludes hold the office of consul general as well, and they have a certain consular staff.

174. He says that from the growing importance of those places he thinks it very important to have an attaché at each place who might be prepared hereafter to be of use in the country?—I should see no objection, except that it would involve an increase of expense.

175. Do

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175. Do you agree with the suggestions made by several of the gentlemen who have answered the queries, that attachés should be removed frequently from one place to another, say every two years?—I think that it would be a very good thing; and what is more, I think that there should be a rotation, and that the attachés should commence their career at the less agreeable mission, and rise up to the more agreeable mission. I am not sure, for example, that it is a desirable thing that a man should have his first station as paid attaché, at Paris.

176. Does that remark apply to paid and unpaid attachés?—Yes.

177. Would you pay the expenses of the unpaid attachés from place to place?—We do not pay them.

178. But would it not be just and fair to pay them?—I am not disposed to deny that it would be just and fair. I think that we are rather hard upon all the subordinate members of missions, in not giving them a certain allowance towards the expenses of their journies.

179. Virtually, your attachés enter the Foreign Office for a certain period before entering upon their duties?—For three months.

180. Mr. *Fitzgerald.*] In speaking of the appointment of oriental secretary at Constantinople, you stated, from the fact that the principal officers of the Turkish Government understanding French better than they did, there was less necessity for having a person in the post of oriental secretary and interpreter. Are you not aware, that although they may talk French perfectly, yet that all documents which are communicated are very often in the Turkish language?—Certainly.

181. Reports from the provinces, and so forth?—Yes.

182. Therefore, it is necessary to have some person understanding the language?—That is what I said. I stated that it was impossible to dispense altogether with the class of dragomans or interpreters, and that we should keep an oriental secretary as a person to superintend them. I look upon an oriental secretary as being an appointment necessary to be kept up.

183. Mr. *Layard.*] What is the difference between a Chargé-d'Affaires and a Chargé-des-Affaires?—I do not think that there is any difference, none that I know of; the employment of the latter term in the case to which you allude, must have been a mistake in the copyist at the Foreign Office; we never recognised any difference. There is no such person recognised in the Vienna Protocol as Chargé-des-Affaires; the Chargé-d'Affaires is the only officer that we have: but we also have the designation of Chargé-des-Archives, and I think that must have been the term used on the occasion in question.

184. Sir *Minto Farquhar.*] A great many questions have been put to you with regard to attachés; do you not think it is a good principle that when an attaché enters into the service, he should be paid as you pay any other member of the service?—I should have no objection to it if you paid him on a scale.

185. But do you not think that if an attaché, when he enters the service, was paid, he would feel greater responsibility resting upon him, once having as it were received the shilling?—I do not think so; I do not think that that is the feeling.

186. Mr. *Grant Duff.*] Is it very important that the junior members of a mission should live a good deal with the head of the mission, and have considerable opportunities of conversing with him?—I should imagine that such would practically be the case.

187. But is it important in your opinion that it should be the case?—Of course every opportunity that a young man has of improving himself is an advantage to the public service; but you can lay down no rule upon that subject, for so much depends upon the man who is the attaché, and upon the man who is the ambassador. Some ambassadors like to talk, while some prefer to be silent; and again some attachés like being talked to, whilst some attachés dislike it.

188. Sir *Minto Farquhar.*] In looking over these papers, I see that in many places foreign ambassadors and ministers are expected to entertain and to lodge their attachés, but there seems to be no rule of that kind in our embassies or missions?—None, except as regards Constantinople, Paris, and Teheran, where rooms are found in the public buildings for some or all of the establishment.

189. Do you not think that when an attaché goes to a foreign embassy or mission, it ought to be a part of the duty of the ambassador to take care to look

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after him, and to treat him as a member of his family?—I cannot lay it down as a matter of duty.

190. You send a young man of the age of 19 to a mission abroad, and do you not think that the ambassador or minister ought to keep his house open to him, and that he should be enabled to find, at the embassy or the mission, in a certain degree, his home?—I do not think that you can lay down any rule of that kind; the case does not admit of a positive rule.

191. A foreign minister is obliged to do so, or he is obliged to make an allowance to the attachés?—And in my opinion the very fact of a commuted allowance being permitted to be made, which is the case in the missions of certain countries, rather goes to show that the foreign governments do not attach great importance to an attaché having the run of a minister's house.

192. Then the position, in that case, of an attaché abroad is pretty much that of the position of a clerk in one of the public offices here, who has no home to go to?—Yes; and I believe that a great many clerks are without homes in London.

193. Do you not think that the consequence of that state of things existing at our embassies and missions is likely to lead young men into bad society?—It is very hard to restrict the society of young men; I think indeed that it is much better not to send men abroad before they have attained the age of 21 or 22. That is the conclusion that I have come to. I do not think that a man is in much greater danger in Paris or Vienna, at the age of 19, than he is in London; but I certainly think that our attachés are sent abroad too young, and that it would be much better that we should alter the rule, and say that they shall not go abroad until they have reached the age of 21.

194. One of the objects of an attaché is that he should obtain access to the best society, and if a minister or ambassador is not in the habit of seeing his attaché at his house, how is the attaché to become acquainted with that society?—I do not think that you can lay down any social rule of that kind.

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Jovis, 18° *die Aprilis*, 1861.

MEMBERS PRESENT.

Sir John Acton.	Mr. Hope.
Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Mr. Monckton Milnes.
Mr. Hankey.	The Judge Advocate.

MR. MONCKTON MILNES, IN THE CHAIR.

Edmund Hammond, Esq., called in; and further Examined.

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195. *Chairman.*] HAVE you any additional papers that you wish to hand in for the use of the Committee?—I think that the Committee may like to have a list of the establishments of foreign missions in London, and the forms of our credentials, appointments and letters of recall (*the same being handed in*). *Vide* Appendix.

196. Sir *Minto Farquhar.*] As a general rule, and speaking from the little experience which I have had, ambassadors and ministers, are excessively kind to their attachés, and do all they can for them; but do you not think that there is a great difference between the position of a young man first entering into life as a clerk in a public office in London, where he may have relations residing, and that of a young man who, at the age of 18 or 19, is sent to enter upon his duties at a mission in a foreign town, and where he has no relations or friends residing?—With respect to the relative advantages of clerks in the Foreign Office and attachés in that respect, I should say that we do not consider that the clerks have necessarily relations and friends in London, and, with reference to that particular point, we have regulated the age at which admission may be obtained into the Foreign Office; that is to say, if a young man has his family in town, or has what we call a fixed and respectable home in town, in the house for instance either of a tutor, or relation of some kind, where he can dine and sleep, we will take him at 18; but if he has not got that advantage, we put the age down at 20. With regard to the particular point of the position of an attaché abroad, I think it is very desirable that a foreign minister abroad should so far look after his attachés as to take care that they have an opportunity of going properly into the society of the place, and that he should either present them or take care that they are presented and introduced into that society in which as attachés they ought to move, and which is the first society in the place. However, it must depend, of course, a great deal upon the character of the man to be presented, because you may have a very excellent man as an attaché, who may not care for going into society, or there may be some circumstances which might render it very desirable that he should not be presented generally; but assuming that the class of attaché is such as I have said before I considered it to be, then I think that, for the advantage of the young man, and also for the advantage of the public service, it is very desirable that the ambassador should give him opportunities of becoming acquainted with such society in the place as ought properly to be open to him.

197. I served under two ambassadors at Vienna, one the father of the present Lord Cowley, and the other the late Lord Melbourne, who was Sir Frederick Lamb, and in both cases they gave their attachés a general invitation to their table. During the five years that I served with Sir Frederick Lamb we always, as a rule, had an invitation to his house, and he carried it to such an extent, that even when he was not able to receive us, that is to say, when he was not present, he always had a table provided for his attachés and secretary, if they liked to dine there. The reason why I mention these circumstances is, that I found it had a most excellent effect upon the embassy itself, for we all lived there like one family, and I think that the practice affords to ambassadors an opportunity for giving hints to their attachés, and besides that, I think it produced a good feeling on the part of the attachés towards their chief, for I believe that there was

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nothing which they might have asked that their attachés would not have done, not only as a public duty, but as a great pleasure to themselves. Do you not think that that was a very favourable position of affairs?—May I ask the Honourable Member whether the attachés dined on an invitation received, or whether they dined as a right.

198. With reference to Lord Cowley, I cannot quite recollect how that was; but with reference to Sir Frederick Lamb, he used to send to every one of his attachés and secretary a servant every morning, who knocked at his door and said, "Are you coming to dinner to-day, sir"?—There is no rule in our service which renders it obligatory upon the Minister to entertain his attachés. In answering such a question, it is impossible to give any guiding information to the Committee, because it is so much a matter of personal feeling on the part of every ambassador, and so much a matter of personal consideration as regards his family. I should be sorry, and I should think it unfair to lay down any such rule, or to imply that any such practice ought to be observed by an ambassador, for I do not think that the salaries of ambassadors are calculated to maintain an establishment of that kind, nor do I think that it would be always convenient for an ambassador having a family to have his attachés dining with him every day. It is a matter entirely of personal feeling on the part of the Minister, and being such, it is impossible for me to say more.

199. Mr. *Hankey*.] Should you have any difficulty in furnishing the Committee with a list of attachés only?—It is on the table.

200. I think you have stated, that you think it desirable to vary the post at which an unpaid attaché may be placed?—I think it would certainly be so.

201. I believe that you also said, with reference to that change, that you did not think it desirable to place unpaid attachés in the first instance at Paris?—Yes, or perhaps any attaché; I think that the purport of the observation I made was, that a young man on entering the profession, should not commence with the best place, but should go gradually through different places, and if Paris is the best, that he should get to Paris in his turn. I did not apply that remark simply to unpaid attachés, but generally to all attachés. A young man, whether paid attaché or not, should not on his first appointment in either rank be named to Paris.

202. Has that rule been observed in the appointment of attachés, for example, that an attaché has been placed in the first instance, at a minor post, rather than at a place like Paris?—I can hardly say, because the arrangement with respect to that, is an arrangement which is made by the Secretary of State, and as to which, the Under Secretaries have no voice, and of which they are not called upon to take heed.

203. Would you not consider it rather a hardship, that an unpaid attaché, who had served three or four years in Paris, should be removed as an unpaid attaché to a minor court?—If he had not been at a minor court before, I should not think it a hardship at all; it might be a misfortune for him, that he had taken the best first; but I think that all the attachés should take their turn of service both in the favourable and the unfavourable courts, and because an attaché happens to go in the first place to a very agreeable court, I do not see why he is not to go in the course of his career to a court which is less so.

204. You would not consider it any hardship of which an unpaid attaché might complain, that if, after having obtained a good character, and served three or four years in Paris, he were removed to one of the minor courts?—No; one can hardly tell what a man's expectations or feelings may be, but I can only answer the question as a professional point, and I should think any such complaint most unreasonable.

205. In the papers that you have already laid before the Committee, is there a separate list of the unpaid attachés?—If the Honourable Member will turn to the third paper, he will find a "statement of Her Majesty's Diplomatic Service, according to their present and past appointments, and showing their present posts."

206. I do not see there any distinction between paid and unpaid attachés?—Yes; it is in the second page of the third paper.

207. I think you have stated that the usual course is that an unpaid attaché does not remain in that position more than from three to four years?—I did not say the usual course; I said that latterly I think it has been three or four years

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on the average; I do not wish to be tied down to any specific time; there has been no rule.

208. Considering the present number of unpaid attachés on this list, and bearing in mind the rule or custom that an unpaid attaché should not remain in that post beyond four or five years, do you think that that list can be so cleared off that those who have been in that post for four years will be appointed before they attain their fifth year?—I can hardly tell you. We have struck off two missions, and of course that very much diminishes the probability of promotion; but it is hardly possible to give an opinion. Sometimes it may be necessary to appoint two or three extra attachés to a place; sometimes new diplomatic missions may be created.

209. Mr. *Hope.*] With reference to the opinion which you expressed that an attaché should begin at some small place, is that quite consistent with Lord Cowley's opinion as given at page 62 of the Reports of our Foreign Ministers on Diplomatic Services. I will read you the passage, "Another point on which I solicit your Lordship's attention is the advisability of never leaving the junior members of the service too long in the same place; two years should, I think, be the utmost limit of a residence at one post, and care should be taken that all have the advantage in the course of their early career, of residing at one or other of the great courts, by which they will become better acquainted with questions of importance." Do you differ from Lord Cowley?—No; I think that my answer was very nearly the same thing; substantially the same. There are seven or eight large courts which admit of a man in his early career being appointed to one or more of them.

210. Mr. *Layard.*] In fact your view and Lord Cowley's appear to agree exactly?—Pretty nearly.

211. Mr. *Hope.*] You would not consider it absolutely necessary that a man should start at a small court?—No; but I think that no attaché has any right to complain if, in the course of his career, he is appointed indifferently to any of the missions. I do not think that a man, because he began his career in Europe at Paris, would have any right to say, "It is a very hard thing that I should be sent to Mexico."

212. *Chairman.*] Can you state to the Committee the date, or about the date, when any examination whatever was first required of a candidate for admission to the diplomatic service?—Lord Clarendon first established it in January 1856.

213. Up to that time had there been any inquiry whatever into the intellectual fitness of a person who was admitted into the diplomatic service?—None that I, as Under Secretary, had any cognizance of.

214. As far as you are aware, do you suppose that any inquiry took place as to whether a candidate for the diplomatic service had received an ordinarily good education?—With regard to appointments in the office, the Under Secretaries have no voice; we do not know what inquiry precedes the appointment, or on what grounds it is made, or what steps may have been taken to satisfy the Secretary of State that the person is a proper person to be appointed, or anything of the kind. I speak generally of all appointments. As permanent Under Secretary, I hold as a general rule that it would be going beyond my proper sphere to interfere in any way with the discretion of the Secretary of State. If the Secretary of State should not know the character of the man whom he might be about to appoint, and the permanent Under Secretary happened to know his character, and that he was not a desirable man to appoint, then I think the permanent Under Secretary might very well make the remark; but this would hardly occur in the case of a first appointment. I want to guard against its being supposed that I interfere generally in such matters; if in any case I interfere, it is merely on public grounds.

215. With regard to the examination introduced by Lord Clarendon, can you state whether that differs much, or upon what points it is different, from the present regulations?—I believe that the present regulations are exactly what Lord Clarendon established; I do not think that there is any material difference. Lord Malmesbury made some variation in them, but I think that Lord John Russell restored the old system.

216. But you are not aware that before the time of Lord Clarendon any attempt at an examination was made?—There was no attempt at an official examination, but with regard to the student attachés sent to Constantinople, I assume the universities, who were requested to recommend them, took some

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method to satisfy themselves that they were fit and proper to be so recommended.

217. Will you just state to the Committee under what circumstances those students were appointed with regard to examination?—In the year 1841 Lord Palmerston, with the view of setting the Embassy at Constantinople eventually free from the necessity of employing dragomans for the confidential service of the embassy, determined to appoint two young gentlemen who should go to Constantinople, and be there taught the oriental languages. Lord Palmerston applied to the Chancellor of Cambridge and to the Chancellor of Oxford to recommend each one, and at the expiration of four years or thereabouts, when their probation at Constantinople had expired, they were promoted to be regular attachés. When this occurred Lord Aberdeen, who was Secretary of State at the time, applied again to the universities, and two more students were named by them.

218. Have the universities been applied to to name any other candidates for the diplomatic body?—Not that I am aware of.

219. Do you happen to know whether the public schools in the country have been applied to nominate any?—Not that I am aware of.

220. Has there not been of late years something of the same kind done with regard to China?—With respect to the student interpreters in China, the system of appointing them was formally introduced in 1854, when a communication was made by Lord Clarendon to the London University, King's College, and I think two or three colleges in Ireland, giving them a nomination each of one student, to go to China to learn the Chinese language. There was no public examination then; what was done in that respect was done in the colleges themselves; from that time to the present, such student interpreters have either been obtained from King's College, where they have been, I presume, examined, and given satisfaction to the Principal of King's College, or they have been obtained on the nomination of the Secretary of State, exercising his own discretion as in the case of attachés. In no case, till the passing of the late Superannuation Act, was there any public examination of students sent to China or to Japan, or Siam; but since the passing of the Superannuation Act, which renders it necessary that a person entering into the Civil Service, should obtain a certificate from the Civil Service Commissioners, persons so appointed have been, or will be, examined before the Civil Service Commissioners. At the present time, I think that we have two student interpreters in Japan, who have been examined before them. Lord John Russell has opened the appointment of students to modified competition before the Civil Service Commissioners, and six student interpreters will at once be appointed in China and two in Japan. With reference to those appointments, Lord John Russell has given to King's College, out of consideration for the service they have been to us in giving us some very good men, six nominations; he has also given three to Cambridge, three to Oxford, three to the University College of London, and three to Wellington College, and we have a few on our own list; altogether, it is contemplated, although there may be alterations, that there should be 24 competitors for these eight places, adopting pretty nearly the principle of the Foreign Office, where we send three competitors in for a clerkship. They will be examined in certain things, which we consider sufficient to test their ability to learn hereafter; and this time we have been obliged to extend the age, out of consideration for certain students of King's College, who had been expecting to get appointed, and probably would have been appointed, if we had been able to make those appointments during the war; but it having been thought inexpedient to increase our establishment, until we really saw what we wanted, some of those students got beyond the age of 20, and Lord John Russell thought that it would be hard upon them to debar them from their chance of getting appointed, so that the age for this time has been extended to 25 years. Hereafter, these appointments will be limited to the age of between 16 and 20; we think that it is desirable that a person going to China for the purpose of studying the language, and also going to Japan for the same purpose, should not have passed beyond the age of 20; and his examination in this country is directed to ascertaining that he has had a liberal education, and that he is intelligent and capable of putting his thoughts upon paper in a way which gives promise of future advancement in his studies of languages.

221. Has there been any other application of the principle of competition to any other portion of the diplomatic service?—No. I should explain that these appointments

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appointments I am speaking of are not diplomatic appointments; they are intended for the consular service.

222. Will you state how the process of examination is carried out?—It is carried out by the Civil Service Commissioners.

223. Do the candidates attend at the office of the Civil Service Commissioners?—Yes; but we know nothing officially, and I believe that no Government office knows anything, of the process of the examination before the Civil Service Commissioners. I believe that in a competitive examination, they examine by marks, and after the competition is over, they send to us the marks that each candidate has gained.

224. In the ordinary examination of an unpaid attaché, you merely receive a certificate of his competency from the Civil Service Commissioners?—Yes.

225. As far as your experience goes, judging from such intercourse as these young men have had with the office, have the results of that examination been satisfactory?—Some have failed, and some have succeeded in obtaining their certificates.

226. I am alluding to the general impression which you have derived from any opportunities you may have had of witnessing by the results, the efficiency of these examinations, speaking generally?—I cannot say that I have derived any particular impression upon the subject one way or the other. The young men, after they are examined, come into the office, and they work as copying clerks for a limited period, but I see little of them. I go into the room, and occasionally speak to them; but as to anything to test their ability in the office during the three months they are there, there is nothing of the kind.

227. Can you state, for instance, whether the handwriting is better than it used to be?—I do not think that the handwriting has improved lately; we used to write very well indeed in the office. It is not often that a young man of 20 fresh from school or college does write a good hand. He acquires that afterwards; I find that in the office the writing improves after a clerk has had some practice, but generally speaking the handwriting of a young man when he first comes in, is certainly open to improvement. We require the clerks to write a hand which probably they were never taught to write before. We tell them to write large when probably they have been accustomed to write small; we tell them to form their letters in a particular way, and they have perhaps not attended to that so much as could be desired; and therefore they really have much to learn as regards writing, after they come into the office, and the same holds good as regards attachés.

228. I find that by the first article of the examination they are to write a good bold hand, and distinctly formed letters; when they come into the office do they do so?—No; I cannot say that they write a good bold hand; they may write a legible hand.

229. Do the younger members of the diplomatic body generally write more legible hands than the older ones?—I can hardly say, because not knowing how the work is distributed in a chancery abroad, I do not know which attaché copies a despatch, and which does not; but judging from the experience of the Foreign Office I can state that a man's handwriting for office purposes improves by years. At the present moment I do not think that I know the handwriting of above two or three of the junior members of our diplomatic service abroad.

230. It has been often stated that the handwriting of persons holding even the very highest situations in the diplomatic body is so little legible as to give very great trouble to the members of the Foreign Office; I wish to know whether you think there has been any improvement in that respect?—There was one ambassador who is now dead, and there was another who is now alive, whose handwritings were the most difficult to read that it is possible to conceive.

231. Is there any positive regulation with regard to the kind of hand that should be written?—The great object is, to write a legible hand—I mean easily legible. If I have to give a direction to a person about writing, I say to him, "Make your writing upright, and your words far apart." That is the only rule that I should lay down for writing, and if a person does that you can always read it. I do not care so much about the formation of the letters; if the words are well apart, and the writing is upright, it can be easily read.

232. Are not certain materials forbidden, such as steel pens, and blue paper?—No; we object to blue ink, because we do not think that it is lasting.

233. Is the spelling satisfactory?—I have no reason to say anything against the

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the spelling. There may be a word accidentally spelt wrong, or debatable words not spelt in the manner in which I should spell them; but I have no fault to find on that head.

234. Have you any means of knowing whether the knowledge of French is satisfactory?—The only means that I have is when I see a French paper coming from abroad; but, upon the whole, I should say that the attachés show a good knowledge of French, and that their imperfections in copying French are few.

235. I believe I am right in saying that, officially speaking, the French language is not used in connexion with the diplomatic service?—Public documents ought not to be written in French; the rule was laid down, I believe, at all events to a certain extent, by Lord Grenville, when my father was Under-Secretary of State, in the time of George the Third.

236. In the volume laid before Parliament lately, of Syrian despatches, there is a despatch from Lord Dufferin to Fuad Pacha, written in French; was that an exception to the rule?—Yes, it was; but there might have been peculiar circumstances which rendered it desirable to write to Fuad Pacha, who, I believe, understands French, in the French language; if the rule is departed from in formal papers, we generally call the attention of the Minister to it, saying, that he ought to write in English; we should allow, however, in special cases the English original to be accompanied with a French translation; our plan has been adopted by the German Courts; formerly, they used to write in French.

237. Therefore it is more than ever important, is it not, that our diplomatic service in Germany should thoroughly understand that language?—Certainly; the Committee will observe that Lord John Russell has called particular attention to translations in one of the circulars before the Committee.

238. Are you enabled to say whether you think the examinations under the other heads, such as geography or modern history, are satisfactory?—I have no means of saying; all we know of an attaché as regards his examination is, whether he passes, or does not.

239. Have you any other remark to make with regard to this examination; for example, whether you think it is, upon the whole, appropriate and effective, or whether you would wish to see it altered?—I have no wish to see it altered.

240. I will now come to the examination of the paid attaché; will you be good enough to state when that was first established?—Simultaneously with the other.

241. Have you any general remarks to make with respect to that examination?—The only remark that I have to make with respect to paid attachés is that I almost invariably read their reports, and upon the whole, I think, that the reports are highly creditable to them. I have a report by me now, to which my attention has been called by one of the Civil Service Commissioners, as being a most excellent one.

242. Do you think that the examination of paid attachés has been well received by the service?—It is one of those things that one can hardly ask or seek an opinion upon, because it is obligatory, and I am therefore not in a condition to give an opinion upon the subject. I may say, in addition to what appears upon the face of the papers already handed in, that the unpaid attaché, after he has been two years unpaid attaché, is allowed to pass his examination for paid attaché, irrespectively of the time when he is to be appointed paid attaché. It was thought that after two years' apprenticeship he might be allowed to pass; and it was also done to obviate the inconvience, when an attaché, who is abroad, is named paid attaché, either of having him brought home to be examined on his appointment, or of deferring his examination indefinitely. We have one paid attaché now who has been so for two years and a half without having passed his examination; circumstances having prevented him from coming home; but he will have to go up for examination directly he comes home, which will be soon. This has been felt to be a serious inconvenience; only the other day we were obliged to bring home an attaché whom we would not have otherwise brought home; and the gentleman to whom I have alluded would have been brought home, but his services could not have been dispensed with.

243. It is then possible that this gentleman, after having been paid attaché for two years and a half, might be turned out of the service in consequence of not passing his examination satisfactorily?—That would be a great hardship; but I should conclude that the Secretary of State for the time being, supposing that

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that from accidental circumstances that gentleman should fail, although I believe there is not the least chance of it, as he is a competent man, would let him go in as often as he chose until he passed.

244. Are either the unpaid or the paid attachés allowed another chance of passing if they fail once?—Not necessarily; it rests with the Secretary of State to give them another chance.

245. Is it the general custom to allow it?—I think that any Secretary of State would be sufficiently good-natured to do so, but there is no rule; unless there was any particular reason, I think that the Secretary of State would do so, but there is nothing to bind him one way or the other.

246. The *Judge Advocate.*] I understood you to say that in Germany they correspond with you in the German language?—Yes.

247. Do they adopt the same practice in Spain and Portugal?—Yes.

248. And in every country?—No; not in every country. It is done in Prussia and Austria, and some of the other German Courts; in Spain and Portugal they have always done so; in Naples also it was the case always. I do not think that at Turin the official letters are written to our minister in Italian.

249. What steps do you take to ascertain whether an attaché going to Spain understands the Spanish and French languages?—There are no rules upon that point. He must show that he possesses a certain amount of language before the Civil Service Commissioners, and when he is abroad he must then get up the language of the country with reference to the second examination which he has to pass. I believe that in most of our German missions it is the exception when attachés are not able to translate; the names of the translators are now required to be indicated.

250. Have you observed any improvement whatever since the institution of the Civil Service Commissioners in the young men who enter into the diplomatic service?—I cannot say that I have had any opportunity of observing, for I know very little of what goes on in our chanceries abroad, farther than what I said the other day, that I believe it is the general feeling of the profession that the work of the attachés is done satisfactorily. I believe that Lord Cowley mentions that in his despatch, and as far as my observation goes, I agree with him that the attachés do their work well, and satisfactorily. Of course there is a difference in the ability of men.

251. Mr. *Hope.*] With reference to the handwriting I believe that some 15 or 20 years ago the whole of the clerks in the Foreign Office wrote good hands?—We used to have very legible hands; we have studied in the Foreign Office not so much pretty hands as legible hands. Lord Palmerston, who was for a very long time Secretary of State for Foreign Affairs, was very particular as to handwriting, and he required that it should be distinct and legible. I do not think that they are hands which a writing master would call good hands, but for all the purposes of public life the handwriting in the Foreign Office used to be the best handwriting in the public service, taking the whole office throughout. I do not say that it is not so now, but still I do not think that it is as good as it used to be; perhaps the reason of any falling off is the continual pressure for quick writing which prevails in the office; we have a great deal to do with very little time to do it in; it constantly happens that a mass of papers will come down about two or three o'clock, which must all be disposed of in the department, in order to go abroad, within two or three hours, and the clerks therefore cannot perhaps attend so much to good writing as if there were more time to do the work in; but our work does not admit of delay.

252. I believe the Foreign Office hand originated with Mr. Canning?—It may have been so, but as far as I am aware of it it rested more with Lord Palmerston.

253. But for practical purposes can you obtain the writing which you think desirable, either in the Foreign Office or in the missions abroad, except by instruction in the office?—I should say not, and I should much prefer for the handwriting of the office that it should be taught in the office. Mr. Canning laid down the rule that not more than 10 lines should be put into a page of foolscap.

254. On the subject of examinations generally, have you observed the opinion of Lord Howard de Walden, in which he expresses himself to be very much in favour of a University education?—I know that one of our ministers has made that observation.

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255. If you will turn to page 20 of the Papers presented by the Foreign Office to this Committee, you will find half-way down the page this passage: "I am disposed to look upon education at a public school, or at one of the Universities, as a very material qualification for personal official intercourse and social relations, so essential to a young man entering the diplomatic profession, of much higher importance than the extent of information now required at their first examination, considering that the degree of their acquirements can be fully tested previous to being granted promotion." Is that a circumstance which is taken into consideration in making an appointment?—I am not aware what the circumstances are which the Secretary of State takes into consideration.

256. Do you think it advisable that he should take that point into consideration?—I certainly think, for the benefit generally of the diplomatic service, that no man ought to enter the profession until he has taken his degree at a University, or certainly until he has fairly gone through a public school; for example, until he has got into the sixth form at Eton. My opinion is, that as the duty of an attaché abroad is to mix with the world, and it is necessary, therefore, that he should be more or less a man of the world, a University or a public school affords the best training that can possibly be found, for enabling a man to acquire a knowledge of the world. I do not think that a man who is brought up at home, can, as a general rule, acquire that knowledge so satisfactorily as a man who is brought up at a University or public school.

257. I perceive by the reports upon some of the foreign diplomatic services, that there are services in which the circumstance of a man having taken a degree at a University is accepted instead of an examination; you would not, perhaps, be willing to substitute the one for the other?—No, I would keep both. I may say with respect to the observation of Lord Howard de Walden, that I do not think the examination which either paid or unpaid attachés are subjected to is anything too severe, or to be cavilled at.

258. I suppose you would conclude that no man can have used his time properly, either at a University, or in a public school, who is not able to pass the examination?—Yes. I think that he should have acquired at those places the habit of learning, which would enable him to get up satisfactorily the subjects upon which he would be examined.

259. Mr. *Grant Duff*.] There are obviously certain dangers to be guarded against in introducing competitive examination into the diplomatic service, if anything of the kind were contemplated, I mean a perfectly open examination?—I think that that is perfectly out of the question. You must remember that the members of our diplomatic body abroad are to mix in the best society; and you must therefore have people who are qualified by their social position in this country to enter into that society, otherwise your service there will be ill looked upon, and your attachés will be perfectly useless.

260. Do you think that by any arrangement it would be possible to guard against these difficulties, or that you could so constitute your examination as to guard against them, leaving it perfectly open?—No; I am very much opposed to open competition for any situation.

261. Do you think that it would be impossible to devise a competitive examination for the diplomatic service, success in which should guarantee that the successful candidate had very considerable natural ability, and had profited by the very best education which Europe could give?—Of course, the ingenuity of man can devise almost anything; but then we have to consider the practical good of such a scheme. I do not see it: my theory is with regard to the diplomatic profession, as with regard to every other profession, that the real education of a man begins after he is 21; he must then educate himself for the special duties of an attaché, or for any other special employment. I do not think that a high standard of learning is at all requisite for an attaché. You want great powers of observation, agreeable manners, and quickness of intellect. A diplomatist should be able to observe closely, to answer readily, and to appreciate correctly whatever passes under his observation. These qualifications can only be attained by experience. I will not say that a man who could pass a very first-rate examination would not attain to those qualifications; but a man may be a first-rate scholar, yet incompetent to attain to them.

262. Do you not think that a person who had given proof at, say the age of 25, of very considerable ability and of great accomplishments, would be more likely to turn out a skilful diplomatist, after he had had the practice to which you

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you have referred, than a person selected merely by chance, and who had undergone only a pass examination?—I am not prepared to say that I do; the bias of my mind would be rather the contrary.

263. Returning to the kind of examination which I have spoken of, that is an examination of a very high character, do you think it is possible that any person could prepare himself for such an examination without having had the command of very considerable means, and without having moved in good society?—Certainly, I should think that it is possible. I do not think that birth and fortune are necessary to attain acquirements, or for the possession of great intellectual ability.

264. Do you think it is possible that a man at the age of 25 could be one of the best educated men of his years in Europe, and not have had reasonable opportunities of living in good society, or without having possessed fair means?—I should think it is perfectly possible. I should imagine that it is a thing which occurs every day.

265. I have made a very rough sketch of the kind of examination that I should propose, and I am inclined to think that such an examination could only be passed by a man who had enjoyed to a great extent the advantages of good society, and who also possessed considerable means. I will read the sketch to you. First day: Latin and Greek examination, in which at least 200 marks must be obtained, but in which if the candidate proved himself to be thoroughly well read in ancient history, and possessed of a scholarly acquaintance with the literature of Greece and Rome, he might obtain 1,000 marks. Second day: English history and literature, with a minimum of 500 marks, and a maximum of 1,000 marks. Third day: Translation from French into English, and from English into French; translation from German into English, and from English into German, with a minimum of 500 marks and a maximum of 1,000 marks. Fourth day: A paper of general questions in modern history down to 1789; a paper of much more minute questions on the period from 1789 to our own times. Minimum for the former 200, and for the latter 600 marks; maximum for the two together 1,600 marks. Fifth day: An English essay. Precis writing, minimum 200 marks, maximum 1,000. Sixth day: A *vivâ voce* examination partly conducted in French and German, and in the course of which a candidate should be permitted to show his proficiency in any other language with which he was acquainted. The object of the examination should be to test whether the candidate had travelled pretty extensively, and had made an intelligent use of his time while travelling. Minimum of obtainable marks 500, maximum 1,000. A mixed paper of questions on Roman and International Law; minimum 100 marks, maximum 500 marks. No appointment to be given if the most accomplished candidate did not obtain 5,000 marks at least. Marks to be counted in no subject unless the minimum number obtained. A legible hand indispensable; age from 21 to 28. Do you think it is possible for a man between the ages of 21 and 28 to succeed in such an examination as that, without having all through his life commanded very considerable means, and without having moved in the kind of society in which people have very considerable means?—I should say that it is perfectly possible, except as regards the particular point of travelling abroad, which is an expensive operation. But I may be permitted to say, with reference to such an examination, that I do not think that the person capable of passing it would necessarily make a good public servant. I think quite the reverse; you put the standard so very high; and I may be permitted to ask, how can you expect a man with these extraordinary acquirements, and which not one man in 50,000 would possess, to enter the diplomatic service at 100 *l.* or 150 *l.* a-year.

266. Do you think that it would be an advantage to the service if every single person in it was a man of considerable ability and first-rate education?—I do not think that a first-rate education is at all required for the efficiency of the service.

267. Would it be an advantage in your opinion?—Not necessarily so. I think that the principal qualifications for the diplomatic service are those which no education such as you have described would give. It is tact that is required, and the more that a man has given himself to abstruse study——

268.—But are these abstruse studies which I have suggested?—I think that if you carry a man very minutely through the whole history of the world, and a variety of ancient as well as modern language, they are abstruse studies.

269. Do you not think that the fact of having succeeded in an examination of

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that sort would strengthen the *esprit-de-corps* of the service?—I do not think that it would, but very much the reverse.

270. You think that if the examination were pitched too high there would be a difficulty in getting men to enter the service?—I do not suppose that you would get one.

271. If a young man between the ages of 21 and 28, who had a strong interest in politics, and no immediate prospect of getting into Parliament, were anxious to employ his time usefully, could he do anything better than enter the diplomatic service?—I can hardly answer that question; it is a very large question; but if he were a man who was likely to inherit landed property, I should think that he had better learn the rudiments necessary to make a good landlord.

272. But supposing that he had a special bent towards politics?—Am I to understand by the word politics home politics?

273. No; generally. But am I to understand that you think it would be disadvantageous to the service if the experiment were tried, say for five successive years, from '63 to '68, to appoint one attaché each year, after undergoing the competitive examination which I have suggested, due notice of the intentions of the Secretary of State being given in the "London Gazette" at least one year before the examination took place?—I cannot say that it would be disadvantageous, and neither can I say it would be advantageous.

274. Mr. *Layard.*] I presume that you look upon the attachés, both paid and unpaid, in foreign missions, in the same light as you would regard a clerk in the Foreign Office, that they are there to do the work of the embassy, to copy despatches, and any other necessary work?—Yes.

275. Do you not think that if a gentleman had to go through the pleasant week that has been sketched out by the Honourable Member, that he would be more likely to become a pedant than do his duty as an attaché?—I think it would be very likely; I believe if all the attachés were equally learned, that instead of attending to the public business, there would be constant disquisitions among them upon matters of learning.

276. You would, I think, draw a line between the heads of missions, those who had the conduct of public affairs, and who are brought into contact with public men, and those who had to do the work of the missions?—Yes; the Chancery work.

277. The higher appointments, those of heads of missions, you would leave to a great extent in the hands of the Secretary of State, and he might appoint persons who had not been brought up to the diplomatic profession, supposing them to be eminently qualified for the post?—I think I should; I would not preclude the Secretary of State from nominating to an important mission any person who, for particular reasons, was well qualified for a post, although he might not be a member of the diplomatic profession; I would not make the profession so absolutely a close one as to debar any person from being admitted into it, who had not been brought up in it. With regard to unimportant missions, it would be rather hard upon the profession, as it is now made one, to put persons into them who had not been brought up in the line.

278. My object in asking the question is this, to show that after all a very high standard of examination is not required for a man whose duty it will be to perform the daily business of an embassy or mission?—Certainly not.

279. According to the French rules, when a gentleman is admitted to be an attaché *libre*, or an unpaid attaché, he must either produce a diploma *de licencié en droit*, or not having such diploma, he must go through an examination both oral and written; are you of opinion that any such rule could be laid down in our service with regard to an unpaid attachéship, namely, that a certificate or diploma from a recognised place of public education, would be sufficient to admit a man to an unpaid attachéship without a previous examination?—My own impression is, that the sort of test examination to which an unpaid attaché is subjected, is the best arrangement.

280. *Chairman.*] Would not the limitation of candidates to persons who had either taken degrees at universities, or had enjoyed some special advantages of education, have an invidious appearance in the public eye?—I am afraid that it might; but the question that I have been asked is, what I think is the best for the profession, and my opinion is, that with regard to the position of an attaché abroad, and his duties there, it would be very desirable that he should have had the benefit of a public education at some such place as Oxford or Cambridge.

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Cambridge. I would not abolish the test examination for the service, but I think it desirable that a man should have received his education in a University or public school, because in a public school, or in a University, a man lives in a little world, with all the duties and obligations of that world to perform; he has to show forbearance, and to show tact in dealing with his fellow collegians or schoolfellows, and these are qualities which I think are very essential for a good attaché, or secretary, or Minister.

281. Mr. *Layard.*] Just now, when you stated that appointments in China and Japan were given to a certain number of colleges, you limited them entirely to England; were no appointments given to the Irish or Scotch colleges?—On the present occasion none have as yet been given, but an application will be made to-night in the House of Commons upon that subject. In the first appointments that were made, they were absolute nominations, and three were given to the Queen's colleges in Ireland, just after they were established. On the present occasion the option of nominating candidates has not been given them, but I have no doubt if they wish to have it, the Secretary of State for the time being will be ready to give them the option hereafter when opportunities for doing so occur. Having at the present time an opportunity of appointing some young men to these situations, the Secretary of State thought it might be agreeable to some of the educational places to nominate some candidates; whether the Oxford or Cambridge men will take it, I really do not know, but I was told the other day that it was not very likely.

282. Do you think it desirable to leave open a door for men who are eminently qualified, by knowledge of language, and local customs, to come into the service, in the same capacity as those gentlemen without a previous examination, for example, in Persia or Turkey; take the case of Mr. Lionel Moore; I believe that he was made at once a paid attaché, without having any special qualifications except a knowledge of the language and acquaintance with the country?—As to Oriental appointments, I think it is desirable. For a minister or an ambassador you may at times want a man who is possessed of particular talents and qualifications, and you must seek for him out of the profession; but, generally speaking, I think, if you make diplomacy a profession, it is rather hard to bring in strangers into the higher ranks. I am not sure that we may not have gone too far in making it a profession, and that the old system of the ambassador, taken generally from political men, and carrying as attachés his friends with him, giving them no eventual claim upon the public, may not have been better for the public service than that which now exists; however, we must accept the situation as it is now, and the only thing is not to bind ourselves to a too strict adherence to it.

283. *Chairman.*] Are you aware whether that system remains in force in any other country now, except in the Dutch service?—I do not exactly know.

284. Mr. *Hope.*] It is understood, is it not, in all these cases, that the Secretary of State preserves to himself a power to dispense with an examination if he chooses?—The examination for attachés does not rest upon law or Order in Council; but there was a very strong feeling expressed in the House of Commons that the junior members of the diplomatic service should be examined by the Civil Service Commissioners, and Lord Clarendon made arrangements accordingly.

285. In fact it stands thus, does it not, that in any special case, such as that to which Mr. Layard has alluded, in which it might be very desirable, it is possible for the minister to dispense with an examination if he is prepared to justify it?—Yes. Persons belonging to the diplomatic service are not, like those in the civil service, obliged, as the law now stands, to obtain the certificate of the Civil Service Commissioners, as the ground of a claim to a pension. No man admitted now into the civil service has a claim for a pension, unless he has received a certificate from the Civil Service Commissioners, or holds his appointment direct from the Crown.

286. Mr. *Layard.*] I suppose if the plan you suggested the other day of substituting the 1st, 2d, and 3d attachés for secretaryships had been carried out then, the certificate would be necessary to give those gentlemen a claim to pensions?—No; such pensions would be on the diplomatic fund.

287. Are despatches sent in the originals to the Queen, or are they copied?—They are sent in original.

288. Have not instances occurred of their being so ill written that they have been obliged to be copied?—Certainly not of late years. When the Secretary of State is in town, the originals are sent to the Queen. If he should be out of

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town and not with the Queen, and the despatches are of importance, copies would be made of the despatches and sent to the Queen, the originals going to the Secretary of State, wherever he may be.

289. If the Queen should happen to be at Balmoral or at any great distance, are the originals always sent to her, or always copies?—If the Secretary of State has seen the original, the original is sent afterwards to the Queen; that is the general rule.

290. Suppose that it is a matter of emergency?—Then we should send copies to the Prime Minister and to the Queen, the Secretary of State being out of town. If the Secretary of State is with the Queen, we assume that he will send them on to the Queen.

291. But in whose discretion is that?—The Under Secretary of State would give directions, if he thought the despatches of sufficient consequence to require that they should be sent simultaneously to the Queen, the Prime Minister, and the Secretary of State, that copies of them should be made, and sent at the same time.

292. With regard to the ciphering and deciphering, and the telegraphic communications, which are an important duty of a foreign mission, are the attachés responsible for them now?—Yes; under the control of the senior attaché.

293. I believe that in some embassies there is actually a telegraphic office attached to the embassy?—Not in the English embassy.

294. Do you still use a cipher in official communication?—It depends on the subject.

295. And that is confided now to one of the attachés?—Yes. They do it according to their general routine of business in the mission.

296. Upon the whole, you think that the rules laid down by Lord John Russell in the circular despatches have worked well?—We have had scarcely any experience as yet of the working, as they have only been laid down for a few months.

297. Mr. *Hankey.*] You stated that you had a fixed opinion that a paid attaché, one court with another, ought to have between 400 *l.* and 600 *l.* a-year of his own to spend?—Yes; that his official income ought to be made up to that.

298. Of course you consider that unpaid attachés ought to have the same command of money?—Yes, I think so.

299. That being in your opinion a necessary part of the arrangement respecting the unpaid attachés, is that made any question upon the first appointments?—I am not aware; I have not any means of knowing. It is of course a matter of opinion what a man ought to have to spend; but that is the conclusion I have come to after consultation with others.

300. Do you think it can be conducive to the good of the service, that a young man should remain for perhaps five or six years spending on the average 500 *l.* a year, which was the sum you mentioned, entirely at the expense of his parents, he doing the public work, and being under some control, and having the same work to do as a paid attaché?—I have never seen any inconvenience resulting from it.

301. Are all the unpaid attachés necessarily examined before promotion?—The original rule was, that they should go up for their examination on promotion, but now they are allowed to go up after they have been unpaid attaché for two years, wholly irrespective of whether they have yet been promoted to the post of paid attaché or not.

302. Is the second examination of a higher class than the first examination?—It is a different examination; we require them to know certain things; to have more knowledge of languages; it is a higher class certainly, and a somewhat different examination.

303. Then do you think there would be any objection to allowing a candidate who considered himself perfectly qualified for that second examination at once to undergo that second examination, and thereby be qualified to be paid attaché, without being called home to England, or being required again to submit to a second examination?—It is desirable to have an interval, I think; and besides, it is one of the conditions of the second examination, that he should be acquainted with the language of the country in which he has resided; and it would be rather difficult to adapt that rule to your proposition.

304. Do you not think that in many cases much time may be unnecessarily occupied

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occupied in preparing for the second examination by those attachés?—I do not imagine that the time of the paid or unpaid attachés, in the missions generally is so entirely engrossed by the public service, as to prevent them from pursuing the really limited studies which are required to qualify them. In Paris and in Constantinople no doubt a good deal of their time is occupied, but in the missions generally, I imagine that a man has plenty of time to get up the very little that is required of him; and besides that, a man before he is examined is generally allowed three months in England to work and to prepare for his examination.

305. I think you admitted that you had heard that the attachés were worked to that degree in Paris that they were often required to work on Sunday?—I did not mean to say that it was so generally; but I have no doubt they are so occasionally.

306. Have you not heard that that has been the case?—I cannot say that I have heard that it has been so generally. I know that they are liable to be worked, as the Foreign Office clerks are liable to be worked, on Sundays; every one of our clerks is liable to be called upon to work on Sunday if anything is wanted.

307. Then you do not think that it is a usual thing in Paris that the clerks in the mission are employed on Sunday?—It may very possibly be so; but if they are, I do not lay any great stress upon it; if they are called upon to work on Sunday, it is probably on an emergency, when sending off a courier. I do not imagine that the attachés in Paris have to attend to their ordinary daily work on Sunday, for that I do not conceive to be at all necessary; but if they choose to work on Sunday, I should say that the Ambassador would not care about their doing so. Of course if the public service requires that they should work for one or two hours on the Sunday, they must do so. As regards the general amount of work required of the Paris attachés, I do not know exactly what the chancery hours are; but still, considering the limited amount of acquirements that they are expected to obtain in their four years probation as unpaid attaché, I do not imagine that even at Paris in the hardest worked times, they have not sufficient time to prepare for their examination.

308. Has it not come to your knowledge that Sunday is a day commonly fixed upon for sending off couriers?—I cannot say, because it depends to a certain extent upon couriers passing through Paris. The regular days for sending messengers from Paris are Fridays and Tuesdays; but if a messenger passes through from Italy, Turkey, or Spain, the Ambassador takes advantage of that messenger arriving in Paris, to send despatches to England; but the Sundays are not regular messenger days in Paris.

309. Do you think that the present mode of examination in colleges has a tendency to induce the friends of the candidates to send them abroad for their education?—I apprehend that it has.

310. Do you consider that it is a matter of importance that a young man educated for the diplomatic service should receive an essentially English education?—I think that in every situation of life it is so; but the practice prevails I think very much of sending children abroad to learn foreign languages, whatever profession they are intended for.

311. Do you not think that it is an essential element in the education for the diplomatic service that the education should have been principally English?—I have already said that I think, and my own wish is, that attachés should be educated at a public school, or at a University, and I gave my reason. I consider that education abroad partakes more of the character of private education.

312. Is there not something antagonistic in the circumstance of attaching importance to education in languages to the course pursued in the English system at our universities?—It is not necessary that attachés should be educated abroad in French or German, for the purposes of their examination; I cannot say to what extent the Civil Service Commissioners press the point; but I cannot see that the knowledge of foreign languages, which the office regulation requires, might not be sufficiently acquired in England to enable a man to obtain his certificate.

313. I gather from the evidence which you have given, that you think it is conducive to the public service, that the diplomatic body should be recruited from young men who have at least 500 *l.* a year of their own to spend for the first five years or six years after their appointment?—I think that the parents of an

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an attaché who send him abroad, ought to be able to provide him with the means which are necessary to enable him to keep up his position in the society into which he is thrown.

314. What do you think is the youngest age at which it would be desirable that a young man should be admitted?—If I were to fix any age, I should say, after he had taken a degree at college, that is 20 or 22.

315. Beginning at 22, you think that it would be desirable for the service that a young man should remain for five or six years, as the case may be, on his own means, or dependent upon his family for at least 500 *l.* a year?—From whatever source his means are derived, it does not affect the service one way or the other.

316. But in that way it would cost almost every parent at least 3,000 *l.* to procure admission for a son into the diplomatic service?—And in most professions, the law for instance, it costs a parent a great deal to start a son in the world; it costs a man as much as 3,000 *l.* before he gets enough to live upon in the law, and the same in the Church, and perhaps also in trade; and if he enters into business, he must buy his entry into it by a certain amount of deposit, I believe.

317. You are of opinion that that is a desirable system?—Without saying whether it is desirable or not, I say that it is a necessary system, and that we cannot help ourselves.

318. Sir *John Acton.*] Is there any contrast to be made between the papers which reach the Foreign Office from foreign governments and those which issue from our own service from which you could form any conclusion as to the comparative acquirements in handwriting of the persons employed in the two services?—The English hand differs so much from the foreign hand, that you can hardly draw a comparison between them; I believe that in the Russian chancery attention is paid to the handwriting, for I observe that most of the papers which come from Russia are written in certain styles of writing.

319. But you have no materials which enable you to judge of the acquirements of the younger members of our service as compared with those in other services?—No means of testing them. I believe, in the foreign services there is much more attention paid to formal education, than in our own service. I trace that in the programmes published in the book before the Committee.

320. Are you able to say what was the date of the alteration when the French language was generally given up in the diplomatic service of foreign countries?—Not generally.

321. And in our Foreign Office?—In 1800 the rule was laid down as to writing in English; but the observance of that rule has been more strictly enforced since the peace of 1815.

322. But you stated that foreign powers had given it up?—Yes; the Spaniards and Portuguese have always written, in my memory, in their own language. Prussia used to write occasionally, and Austria sometimes, in German.

323. *Chairman.*] Did not a great deal of the correspondence formerly take place in Latin?—A very long time ago at some of the courts it might have been so; I cannot speak as to our own ministers.

324. Sir *John Acton.*] Did you not observe that in the year 1848 ministers in many foreign courts did not like to use French?—I alluded to two or three years back.

325. *Chairman.*] Would you desire that a foreign minister, communicating with the Court, should write his despatches in French, or that he should write them in English, and afterwards translate them into French?—Certainly, that he should write them in English.

326. Would it be possible for a despatch to be so effectively drawn, or to be so powerfully addressed to a Court, the authorities of which only understood French, if it were first written in English and then translated, as if it were originally written in French by a good French scholar?—I should think that an Englishman would probably write his despatch and express his sentiments much more powerfully in his own language.

327. Do you think that if he understood the French language, he would be able to write a better despatch, for the purposes of people who only understood French, in English, than if he wrote it in the language in which it was to be read?—I should be sorry to pronounce an opinion as to which language was best adapted to express your sentiments; but, comparing the English State Papers with the French Papers, I think that the English State Papers are much more forcibly expressed than the French State Papers.

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328. Mr. *Layard.*] All that you require is, that to an English despatch there should be appended a French translation?--Foreign Courts should make their own translations; sometimes, in order to expedite a matter, and to save the time required to make a translation, a minister may accompany his letter with a French translation; but the reason why an English minister should write in English, is partly that as all despatches of the Queen's ministers are liable to be produced to Parliament they ought to be written in the language in which they are produced; that is to say, they ought to be composed in that language. I have heard my father say that this was settled originally between Lord Grenville and George the Third; they thought that it was not dignified for this country to be dependent upon France for the language of diplomatic communications.

329. The *Judge Advocate.*] Is a translation an official document?—No; we are not bound by a translation.

330. Mr. *Hope.*] You were asked by Mr. Hankey whether the requirements for the examination of unpaid attachés did not drive many lads on to the Continent for preparation, and I think you did not seem to consider that necessary; but I see that one of the requirements is, that they shall be able to speak French with tolerable ease and correctness. Does your experience in the matter of preparation enable you to say whether that qualification is easily acquired at home, or not?—I think that it might be easily acquired at home, especially as I believe it is the practice in most families now to have a French person in the family.

331. Do you consider that any man will speak the language with tolerable ease and correctness unless he has had considerable practice in it?—No; of course he must have had practice in it; but that practice may be had at home.

332. Take the case of our own public schools; do you imagine that boys, whose principal time is employed in classical and mathematical studies, perhaps joining with them a certain amount of study of foreign languages, are ever likely to arrive at ease and correctness in speaking the French language?— I do not see the impossibility of acquiring in this country such a knowledge of French as is necessary to meet the requirements of the Civil Service Commissioners.

333. Do not you know, as a fact, that parents are obliged to send their children abroad to attain this object?—No.

334. Mr. *Layard.*] Do you not think it essential, under all circumstances, that a gentleman going into the diplomatic service should understand French perfectly?—He should have a good knowledge of French when he enters.

335. With regard to the young men who were sent out to China, has the experiment answered?—I think it has answered extremely well; we are very well satisfied, on the whole.

336. Mr. *Hope.*] Might not a sufficient knowledge of French for the first examination be acquired by learning to read and write in this country, deferring the acquisition of the art of speaking till after the young man had become attached to a foreign mission?—That is, speaking with accuracy; still, I think, considering the moderate amount of knowledge required by the Civil Service Commissioners, that they might be attained in this country.

337. *Chairman.*] What are the regulations as to the leave of absence of our different foreign ministers?—There is no rule laid down as to the duration of a minister's leave of absence; but with regard to paid attachés and secretaries of legation, there was a positive rule laid down about two years ago, which you will find at the 11th page of the circulars.

338. Will you just state to the Committee the heads of that circular?—"That the stated period of leave of absence to which secretaries of embassy and legation and paid attachés are to be considered entitled in the course of each year, subject, of course, to its being limited, if the public service requires it, should be two calendar months, which is the length of leave allowed to the clerks in the Foreign Office; and further, that the time to be allowed to secretaries and attachés for travelling, in addition to the stated period of two calendar months, should be calculated with general reference to the distance from England of the places of their residence, and to the facilities of travelling." Then they are allowed to run two years' leave into one, that is to say, they are allowed to take four calendar months, with the addition of the time allowed for their journeys.

339. What is the sacrifice of his emoluments that any person makes while leaving his post?- A minister from the day that he leaves his post is mulcted in half his salary; there is no deduction made from the salaries of the secretaries, or the paid attachés, so long as they keep within the limit prescribed by the regulations;

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lations; if they exceed the limit, then they may be put upon half-pay until they return to their post.

340. Of this salary, of which the minister or the secretary is mulcted for leave of absence, what portion goes to his locum tenens?—The only person who is benefited by the absence of another on leave is the secretary, who acts as chargé d'affaires; there are regulated allowances payable, not, strictly speaking, as deductions from the salary of the chief, but out of the common diplomatic fund. These allowances are, as the case may be, at the rate of 6 *l.*, 5 *l.*, 4 *l.*, 3 *l.*, or 2 *l.* a day.

341. I wish to have it distinctly stated, either now or at some future period, what portion of the salary of any ambassador, minister, or secretary, goes to the general fund in consequence of his leave of absence?—Half salary only is issued to a minister on leave.

342. I wish to ascertain what proportion of a minister's salary is taken from him and is not given to any one else?—It is a mere question of calculation; for example, the half of 10,000*l.* a year produces so much a day, and 6*l.* of that goes to the chargé d'affaires, and the remainder is not issued at all.

343. Can you state with regard to the separate ranks of the service what the proportion is that is not issued at all?—The calculation can be made without any difficulty; I can have it made for you.

344. The practical effect, therefore, of this regulation is, that a minister who is on leave of absence is a loser, without anyone in the profession being a gainer?—That is the practical effect; but I do not think that that quite explains the whole state of the case, because a minister's salary is calculated with reference to the expenditure that he is supposed to incur in keeping up his position as minister at the place of his residence. When a minister is absent from his post, say three, four, or five months, it is considered that even although he has to keep up his establishment, he is at all events not liable to the expense of entertaining during that period, and I imagine that the principle upon which that deduction was made was, that during his absence his *frais de representation* ceased, and that, therefore, the State might fairly put him on half pay. At the same time, let me say that I should be glad to see that rule modified.

345. Do you think that in the best days of diplomatic hospitality a minister could be supposed to spend half his income in entertainment?—I imagine that they probably all do so; I should think so.

346. I mean in actual entertainment, eating and drinking?—I really have no means of giving you any certain answer upon that point.

347. I find it stated in these Papers, not only by one, but by several of the ministers, that so far from the diminution of the expenses being one-half, in consequence of their absence from home, the difference of expense is almost imperceptible; do you believe that to be the case?—Having no means of judging accurately what their household bills are, I can only give credit to what they say; but I should have thought the case must be otherwise.

348. Is there any saving that a minister would be likely to make except that of the actual daily household expenses, which Mr. Paget in his answer to the circular calls "the kitchen-fire"?—That would depend a good deal upon how long he was absent from his post; and then it would depend, perhaps, also upon what arrangements he might have made as to his stables, for it might be that when he returned to England upon two or three months leave of absence, if he was jobbing his horses, he would lay them down; but, as I said, I really cannot give you any information upon that subject.

349. Are you aware whether there is a strong impression to that effect prevailing in the diplomatic service?—Certainly; I believe that they are unanimous on the subject.

350. Do you think it often happens that a British minister can hardly afford to take leave of absence, and thereby incur the loss of half his salary, in addition to the expenses of travelling?—It is stated so by some of them.

351. Do you think it would be an advantage if facilities were given for the occasional return to England of persons diplomatically employed?—Unquestionably.

352. Do you think, on the other hand, that it might be prejudicial, even to the best of our public servants, to remain too long abroad without being brought into contact with English habits of thought, and the process of public opinion in this country?—I think it is very desirable, indeed, that they should come home occasionally.

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353. Do you think it advisable that there should be any fixed periodical return?—You can hardly lay down a rule in the case of a minister, for it must depend very much upon the state of public affairs. I should think, perhaps, if the state of public affairs would admit it, that once in two years a man might very well come home for three months; but I think it would be very unsafe to attempt to lay down a positive rule on the subject; for example, take the case of the ambassador at Constantinople, if it were understood that the ambassador, as a matter of right, might come home at stated intervals, the public service might be very seriously injured by it.

354. Do you think, from your observations, and from your knowledge of the feelings which exist at present in the service, that the present rule with regard to leave of absence might be modified with general advantage?—I think that it might very fairly be modified, but you have two things to guard against; one is the evil of the present system which presses perhaps severely upon ministers, and the other is the evil, which might press upon the public, of encouraging ministers to stay away too long from their posts. My opinion, therefore, is that rules might be laid down similar to those which are adopted in some foreign services, of allowing a limited time, say a fortnight, during which a man should be allowed to leave his post without any deduction whatever being made, the pay for the chargé d'affaires during that time being issued out of the general diplomatic fund, without reference to any saving being made by a deduction from the salary of the minister. But if the period of absence exceeded a fortnight, then for the whole period, including that fortnight, I would make a deduction, say of a sixth. If it exceeded two months I would make the deduction one-third for the whole period; and again, if it exceeded two months, I would make the deduction one-half.

355. Do you think that you could trust to the head of a mission providing for the discharge of what he felt to be the duties of his office by means of a chargé d'affaires, without any special regulation?—I do not think it would be desirable to do so; it is right that a man who is chargé d'affaires, should have some emolument for the greater responsibility that is thrown upon him as the head of the mission for the time being.

356. Do you think that you could trust that arrangement to be made by the head of the mission?—I think that pecuniary arrangements between individuals are generally unsatisfactory.

357. What reason is there why a chargé d'affaires should not be considered as fully representing the head of the office, and therefore receiving the whole salary?—In the first place, he has not to entertain to the same extent, if at all; and his position in the place is quite a different thing. The chargé d'affaires is not accredited to the sovereign, only to the Secretary of State.

358. In the absence of the ambassador, does not the secretary of the embassy enjoy all the privileges of the ambassador?—No; he has not access to the sovereign; the chargé d'affaires has no credential whatever from the sovereign; the minister going away on leave presents the secretary of legation as chargé d'affaires. If a minister dies at his post, or if a chargé d'affaires should die before the minister's return, the person who might be named as chargé d'affaires would be accredited by a letter from the Secretary of State of this country to the Secretary of State of the country where the man resided, but he would have no representative character.

359. Does it not frequently occur that the most important transactions pass through the hands, and are concluded by, the chargé d'affaires?—That certainly is the case; but I am only stating the rule of the general diplomatic service of all countries in regard to this class of diplomatists.

360. Does not the chargé d'affaires take the same rank as the head of a mission?—No; he takes his rank as chargé d'affaires with other chargés d'affaires.

361. Would not a Secretary of Embassy, acting as chargé d'affaires, take precedence of a Minister Plenipotentiary?—Certainly not; he would take his rank after the lowest chargé d'affaires in the court. Formerly it was the practice in our court when an ambassador took his leave to give the secretary of the embassy, acting in the room of the ambassador, credentials as Minister Plenipotentiary; it was a peculiarity in our service, when on return of the ambassador, the secretary resumed, as regarded his own mission, the position of secretary of embassy, he nevertheless retained in the precedency of the court where he

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resided, his precedency according to the date of the presentation of his credentials as Minister Plenipotentiary; but that would not be the case with a chargé d'affaires; he is merely presented for the special occasion, and he would fall again into his position of Secretary of Legation. We have abolished of late years the practice of giving a Secretary of Embassy credentials as Minister Plenipotentiary.

362. Mr. *Layard.*] Lord Napier suggests that you might run three years' leave of absence into one; do you approve of that suggestion?—I think that that would be carrying it too far. I think that four months' leave of absence at one time is quite sufficient, as a general rule; with respect to our missions in Persia and China, we have laid down no rule about them.

363. I understood you to say that you would extend to heads of missions the same privilege as is now extended to secretaries and attachés?—With a certain qualification. I would relieve them from the sacrifice of one-half of their salary, which is now imposed on them however short their absence may be; but I would impose upon them a certain sacrifice, in order to induce them not to stay from their posts a longer time than was reasonable. It is for the interests of the public service that a minister, having refreshed his mind in England, should not loiter here unnecessarily.

364. You would give him a certain limited leave of absence?—Yes; I would allow a minister to stay away from his post a fortnight without deduction, but if he stayed away a month the deduction, I think, should extend over the whole period, according to a graduated scale.

365. You would not propose to give the head of a mission two months' leave absolutely?—I should not like to lay down as a general rule that the head of a mission had a right to be every year absent two months, for I think the public service would suffer from that; I think it is not desirable, in most posts, that a minister should be away every year; but every two or three years I would let him come home for three or four months: I think that that would be sufficient for the head of a mission, with due regard to the public service.

366. Would you extend the fortnight in the case of missions at great distances, such as America?—That is a difficulty. If the minister goes to Canada he is mulcted now in half of his salary. If a minister goes out of the dominions of the sovereign to which he is accredited, he is mulcted in half his salary.

367. But suppose he had gone to meet the Prince in Canada?—Then he would have been on public service.

368. You would give him a fortnight in England, and the time allowed for travelling would of course include any reasonable time?—Yes; I should not object to that.

369. Mr. *Hankey.*] If the ambassador at Vienna was entitled to 7,900 *l.* a year, which is his salary marked down, and a house, for his services, do you think it is desirable to reduce that income simply because the ambassador is absent three months in a year by permission, unless it could be shown that the expenditure of the ambassador at his usual residence had been diminished?—I can hardly answer that question, put in that way.

370. Do you think that his total income should be diminished in consequence of being absent?—Certainly I think it should be.

371-2. Is it not usual that foreign ministers apply for their leave of absence at a period when there are no court representations, and when the usual expenses therefore of attending at the court are for a time suspended?—I am not acquainted with the habits of foreign courts; but I would observe that the season when court representations are not going on, is the very time when probably a good deal of expense falls upon a minister in entertaining English travellers, who take that season for travelling abroad; in the summer, and also in the autumn, the Continent is swarming with English travellers.

373. Have you read the letter written from Lord Cowley, and printed amongst these Papers, dated the 18th of December 1860, in which he alludes particularly to that point?—Yes.

374. Do you agree with the opinions expressed by Lord Cowley on this subject in the 1st 2d and 3d paragraphs in page 63, "The first point which I thus venture to submit to your Lordship's consideration, is the hardship to which ambassadors and ministers are exposed by the regulation which deprives them of half their salaries whenever they may be absent from their posts on leave. Before I allude to the consequences which this regulation indirectly produces on the efficiency

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efficiency of the service, allow me to treat it as a simple matter of pounds, shillings, and pence; no ambassador or minister, on going home on a short leave, can get rid of his house, sell his horses, and break up his establishment; he is obliged to keep them all, and he is, moreover, exposed to the additional expense of lodging himself while on leave, and of paying the expenses of his journey home and back to his post; the answer no doubt is simple; there is no necessity for his leaving his post, and incurring these extra expenses; and this, indeed, is the reasoning which, as a matter of necessity, is too often acted upon, but it is not conducive to the efficiency of the service"?—I think I have already said that for a fortnight's absence I would make no deduction at all, but if the absence extended beyond that time, the minister should, I think, be subject to a certain deduction.

375. In the 8th paragraph, Lord Cowley thus expresses himself: "In the plan which I thus advocate, it is not my intention to propose any extra allowance for the secretary while acting as chargé d'affaires. This may at first sight appear hard, but I would beg to observe, that he is not necessarily subjected to any extra expense. Nobody expects him to entertain, and I hardly doubt that there are few gentlemen in the service who would not willingly abandon the chances which they now have of here and there getting an extra 100 *l.* for the certainty that when arrived at the higher branches of the profession, they would not be subjected to the curtailment, which is the rule of the service now." Do you think that Lord Cowley could then have alluded to only a fortnight's absence, or to the absence which a minister occasionally takes of from three to four months from his post?—I cannot say what Lord Cowley was alluding to, but at the same time, I do not agree with Lord Cowley at all in his proposition; because I think it is fair that a chargé d'affaires, acting as the head of a mission, should receive remuneration for the extra duty and responsibility thrown upon him; I certainly have heard a Secretary not dissent from the proposition as put in Lord Cowley's despatch, but I do not agree with it.

376. Mr. *Layard.*] Lord Cowley, in one of those paragraphs, says, "I venture, then, to suggest that once a year, or certainly once in two years, an ambassador or minister should be allowed to leave his post for a fixed period, during which his appointments shall be subject to no deduction whatever. If he exceeds that period, let him forfeit the whole of his salary, except in cases specially permitted by the Secretary of State, who can then impose such conditions as he may deem advisable." How far do you agree with that?—I do not think it expedient that it should rest generally with the Secretary of State to determine such a point in each individual case. I think a definite rule should be laid down, general in its application. What I object to in the present system is, that it is a uniform deduction; I think it ought to be upon a graduated scale.

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Lunæ, 22° die Aprilis, 1861.

MEMBERS PRESENT.

Mr. Grant Duff.	Mr. Monckton Milnes.
Sir Minto Farquhar.	Lord John Russell.
Lord Claud Hamilton.	Lord Stanley.
Mr. Hankey.	The Judge Advocate.
Mr. Hope.	Lord Harry Vane.
Mr. Layard.	

MR. MONCKTON MILNES, IN THE CHAIR.

Edmund Hammond, Esq., called in; and further Examined.

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377. *Chairman.*] YOU have put in a "Statement showing the amount of annual salary assigned to the post of each ambassador and minister in Her Majesty's diplomatic service; the amount of salary per day, the amount of half salary per day, abated during absence from post on private matters; the amount of allowance per day assigned to the acting chargé-d'affaires during the absence of his chief; the net amount of salary less issued when the minister is absent, after providing for the allowance to the chargé-d'affaires." By this it would appear that there is a considerable saving to the public service during the absence of any minister from his post; do you think that, upon any just principle, the public service ought to gain by the absence of a minister?—I apprehend that the object was partly to prevent ministers staying unnecessarily away from their posts; partly the consideration that when they were at their posts they incurred greater expenses in representation, than they would incur when absent on leave from their posts; I apprehend that those are the grounds on which the deduction was made.

378. Is it supposed that the expenses of representation in this case are transferred to the chargé-d'affaires, that is to say, that the person acting as chargé-d'affaires ought to spend, in representation, as much as the minister?—Certainly not; and he does not receive the same amount of emolument. But I think it is right to give a man a reward for additional labour and responsibility thrown upon him. There may be indeed very little additional expense, but he may have to ask a few people to dinner, whom the minister, if he had been there, would have asked. I imagine that the allowance to the chargé-d'affaires is made more in consideration of the increased responsibility cast upon him. We may expect the minister to spend his salary to a certain extent for purposes of representation.

379. It is stated in this correspondence, that the heads of missions are generally absent during that time of the year, namely, the summer, when there is less business going on. Is not that exactly the time when there are more English people travelling on the Continent, and therefore more demand upon the hospitalities of the minister?—I should conceive that there must be a fair amount of entertainment going on throughout what would be, in the Court circle at the place, the dull season.

380. If that is so, why should not the chargé-d'affaires have the same allowance for representation that the minister has?—Because so much is not expected of him; he may have a small house of his own; he does not go into the ambassador's house; and his means of entertainment are limited; you cannot expect a chargé-d'affaires, with 500 *l.* a year, and with only 4 *l.* a day in addition, to entertain, on the same scale as the minister with 4,000 *l.* a year.

381. Mr. *Layard.*] Do you think that one month's leave of absence in a year could be given to the heads of missions without deducting from their pay?—I think I suggested that 15 days might be given absolutely, exclusive of the time occupied in travelling, which would be very nearly a month without deduction, and then I said that if he extended his leave in England, or out of the country, exclusive of his

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his journey, above 15 days, I think a deduction should be made, for the whole period, including the 15 days, that he was absent, not so large as it is now, but say one-sixth, and so have a graduated scale; I would not put a man upon his half salary unless he staid away three months for his own convenience; but we should have to frame a scale.

382. Lord *Harry Vane.*] Is it any hardship when a man is not performing the duties of his office that his salary should be diminished correspondingly?—I think that there should be a fair amount of deduction, but I think that we are rather too strict, and that the plea urged by the ministers, that they cannot for a short leave of absence break up their establishments altogether, is to a certain extent valid; but I think that we should deduct a certain part of the salary as a check upon too long absences.

383. Although their establishments are not altogether broken up, is it not the case that when they quit their posts, their expenses are very largely diminished?—I should have thought so, certainly; that was my impression, but the statements made by the ministers are at variance with that impression.

384. Is it not the fact also, that the chargé-d'affaires who represents the minister during his absence, does not live in the minister's residence, but remains in his own house?—The rule with respect to residence is this, that if the minister does not allow the chargé-d'affaires to occupy the mission house during his absence, a portion of his allowance for house-rent must be given to the chargé-d'affaires; that is the rule of the service.

385. Does this apply to a short period or absence; say a fortnight or a month?—I can hardly say as to a fortnight; but for a month, I should think it would apply.

386. Can you state to the Committee when that rule was introduced?—In 1849.

387. With regard to the payment of the chargé-d'affaires during the absence of the minister, is it not the fact that the chargé-d'affaires is not called upon by the usages of diplomacy to receive at all?—I should say that the chargé-d'affaires could hardly help seeing a few people; but we do not lay down any rule that even an ambassador should receive. I should think that an ambassador might and would receive, according to his view of his duties and his means of expenditure. The chargé-d'affaires, I should think, when English people were passing through the place, would probably be disposed to invite them to a moderate extent to dinner; but it would be unreasonable to complain against him for not doing so.

388. Are you aware that in all the foreign services it is not the case that the chargé-d'affaires is at all expected to receive, except he be chargé-d'affaires during a very long absence of the minister?—No; I am not aware at all of what the rule in foreign missions is.

389. Mr. *Layard.*] Would you make no distinction in the deduction made when the house belongs to the Government, and when the house rent is paid by the head of the mission; or in any change that you might propose, would you keep the deduction at the same rate in both cases?—The minister has an allowance for house rent, which is supposed to cover what ought to be his house rent. I do not say that it does so in all instances; but that is in addition to his salary. Where there is a government house, there is no allowance for house rent.

390. The *Judge Advocate.*] Is there any rule as to what constitutes absence by a minister; suppose for example, that he is absent from his official house, and is resident in the country?—That is not considered leave of absence; it must be absence from the dominions of the Sovereign to whom he is accredited.

391. Lord *Stanley.*] As long as he is in the State to whose Government he is accredited, he is supposed to be in residence?—Yes; but supposing he leaves his residence, Vienna for instance, on leave of absence, a deduction takes place from the day that he leaves Vienna. If the minister were living at Laxenburg or Baden, or went down to Gratz, no deduction would take place, and he would not present the chargé-d'affaires, for in that case a deduction would be made; the chargé-d'affaires' allowance commences from the presentation of the chargé-d'affaires.

392. The *Judge Advocate.*] Is it the practice for a minister to be absent during a portion of the year from the capital, but within the territory?—I cannot exactly say; it depends very much upon the capital; at Vienna, I think, and at Paris, he generally goes into the neighbourhood; I do not think that he does so at Berlin, but at St. Petersburgh he does.

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393. Do you think that the rule which causes a deduction to be made during the absence of a minister from the country has a tendency to make a minister reside in the country to which he is accredited, rather than come home to England?—I think that it is a check upon too long absences from the country; but I do not know that it ought to operate against a reasonable period of absence; I think that a minister should occasionally come home; but I do not think that he requires to come, or that he ought to come home as frequently as a secretary or an attaché; I think that the country has a right to expect that the head of a mission should be generally resident at the mission.

394. Suppose that a minister, during the period of his absence, comes home to England, a deduction is then made from his salary?—Yes.

395. Then suppose that, instead of coming home to England, he goes to some place in the country to which he is accredited, but is practically absent from the capital; do you think that that rule has a tendency to induce him to pass his period of absence from the capital in the country, rather than in England?—I do not imagine that that operates very much; but I have no means of judging; Lord Howard de Walden, who is at Brussels, goes to live near Namur in the summer; but now-a-days, ready access to the capital is in most cases afforded by railways.

396. Mr. *Hope*.] No permission is required from the Foreign Office, unless they leave the country altogether?—No; but I apprehend that the minister would for the convenience of communication by messenger, or by telegraph, let it be known in the office that he was residing at such and such a place, but there is no occasion to ask leave; the Secretary of State might indeed say, I think the circumstances are such that you had better remain in the capital, and the minister would do so.

397. There are no fixed periods for the continuance of the same minister at any one mission, are there?—No.

398. Not even an understanding upon the subject?—No understanding at all; Sir John Milbanke, I think, has been at his mission above 17 years; and Sir Henry Wynne, I believe, was 29 years at Copenhagen

399. But do you think that that is advisable?—It is a question that is very frequently debated; a man may acquire great influence at a place, if he is a person calculated to acquire it, by long residence. Some foreign Ministers have resided in this country a long while; Baron Brunnow has been here, I believe, altogether about 17 years; the Hanoverian minister about 20; M. Van de Weyer has been here since 1831; I believe the Bavarian Minister has been here nearly as long; M. Musurus has been here a long while; the Chevalier Bunsen was here between 12 and 13 years.

400. Mr. *Hankey*.] Is it not considered an advantage to a Secretary of Legation to be placed temporarily in the position of a chargé-d'affaires, quite irrespectively of the allowance?—Unquestionably; a man would rather be the head of a mission than be a subordinate member of it; it affords him an opportunity of distinguishing himself.

401. Quite irrespective of the salary and the allowance?—Yes; but still the Government think it right that a man should be rewarded according to his responsibility.

402. *Chairman*.] Do you wish to put in any additional statement with regard to the attachés?—It seemed to me the last time that I was here that an impression rather prevailed that the unpaid attachés were hardly dealt with in not having been apprised, before they took their attachéship, that they would be unpaid for a long while, and have to expend a certain amount of money during the time. My answer was, that I was not aware of what passed between the Secretary of State and the person who applied for an attachéship. That was the only answer that I could then give, but I thought the Committee would like me to make some inquiries upon the subject, and since I was last before the Committee I have done so. I have made inquiries both at home and abroad, and by the gentlemen in the office I am informed that it is a thing perfectly notorious, and that every person who has applied for an attachéship must have known that he would be unpaid for a long time, and of course that he must live upon his own resources, and therefore no person could be ignorant that, upon going to a large foreign capital, his expenses must be greater or less as the case might be. I have asked the same questions abroad, as far as I could do so, and from two of our large missions, the answer I have received has been, that the attachés did

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did not require to be told; that it was a matter of perfect notoriety to all of them that they were to be unpaid, and that they would have to live upon their own resources, perhaps for five years. I may mention also that with respect to their expenses I put the limit down at between 400*l.* and 600*l.* On that point I have also been making inquiries, and I find that although, in some of the minor courts, a man might perhaps live on 300*l.* a year, in the principal courts he could not live respectably under the sums I have stated, between 400*l.* and 600*l.* a year, and in some instances more; I mean not living extravagantly, but in a way that might be fairly expected from a person in the position of an attaché, economically, not extravagantly. There is another point that I want to allude to, which is this: there seemed to be an impression I thought that perhaps ministers did not act fairly by their attachés, in not giving them opportunities, by introductions, of going into society. Now, as far as I have heard, from inquiries made both at home and abroad, the fault of that, if it does take place, does not rest with the minister, but it rather rests with the disposition of the young men themselves; for it is a notorious thing, I am told, as regards the attachés generally, that they do not like going into society. I did not advert to that the other day, as I was rather taken by surprise; but I now remember, that, in one of our circulars, issued by Lord Clarendon, attention was specially directed to the reluctance on the part of attachés to go into society. One of our ministers complained that his attachés did not go out into society, and that they were not so useful as they ought to be in consequence; and, therefore, Circular No. 5, in page 4, was published.

403. Mr. *Grant Duff.*] Is not that rather some evidence that you have not now got men who take a special interest in their duties?—I am afraid it is; as regards, however, only their social duties; the English attachés like rather to live among themselves, and in a certain society which they prefer, which is more pleasant to them, and they would rather not go into the high society of the place.

404. Is not the best society in Paris at this moment highly intellectual society, and the best in point of rank?—I am not sufficiently conversant with French society to be able to say.

405. Mr. *Hankey.*] Do you think that the existing unpaid attachés would be fairly treated with reference to their original appointments, if they were not placed on the list of paid attachés for eight or nine years after their first appointments?—Every person going into a profession takes the chances of it, and he must take his promotion as it comes; you cannot kill off men to make their juniors paid attachés.

406. *Chairman.*] What is the practice in our Foreign Office in the case of the extinction of a mission, such as lately occurred in Italy, as to the *personnel*?—As regards the *personnel*, unfortunately, they are *en disponibilité*, without pay.

407. Has there ever been in the diplomatic service of this country any regulation, such as that which exists, I believe, in most foreign countries; that of having a half-paid diplomatic establishment?—No, there is nothing of the kind, unless a man has served his time for a pension; if he is placed in the situation, of which I gave an instance the other day in the case of Mr. Elliot, he can receive nothing unless employment can be found for him.

408. Would it be in the power of the Foreign Office to use any portion of the diplomatic fund for the purpose of making an allowance?—I should think that it might be used; but the practice would require to be hedged round with very great precautions and very strict limitations, in order to prevent abuses, and to prevent irregular pensions being constituted; any such allowance must be for a very limited period, and under very strict rules, which, perhaps, on the whole, might be attended with disadvantage to the minister. The case supposed is of very rare occurrence. I think that since I have been in the office there have not been above two or three such cases in consequence of the abolition of missions. When Sir Hamilton Seymour came from Russia he had served his time and went upon his pension; the Secretary of Legation was, I think, provided for by a new appointment.

409. *Chairman.*] Would there be any difficulty, the cases being rare and exceptional, in laying down a rule which would enable the Foreign Minister, in some degree, to mitigate the hardness of such a position?—I see no difficulty; but I should clog it with a condition which, perhaps, would render it very unpalatable; for the condition should be, that such a minister should take the first mission which became vacant, whatever that mission might be, and in the lottery of mis-

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sions it might not turn out to be a prize; I think that the public would have a right to require a condition of that kind.

410. Does the Foreign Minister at the present time generally require that a diplomatic servant should go to the place to which he may be appointed?—I do not think that we require that absolutely. If a man, as matters now stand, should prefer to remain out of his profession until a more suitable opportunity arose, I do not think that the Secretary of State would press him; if he were upon his pension, and refused to go, then he would incur the forfeiture of his pension; but I do not think, generally speaking, that any Secretary of State would press a man to go very much against his will; and the only reason why I say that I would have a man compelled to go, is in order to avoid defeating the intentions of the Legislature by creating a new class of pensions.

411. Did you not say that these cases are so rare and exceptional, I mean cases of the political extinction of a mission, that there would be very little evil to provide against?—Yes; but it is always a dangerous thing to open a door of that kind. If you admitted such a plea you would shortly have the plea of ill health, and it would be urged that it would be hard that a man should be thrown on his own resources in consequence of a calamity which he could not guard against, and which might be alleged to have originated from his professional services.

412. Does not this place the diplomatic service at a disadvantage to which no other portion of the public service is subjected, by the necessary extinction of his office without any compensation being given to him?—That certainly is so; but at the same time the diplomatic service carries with it special advantages which other services do not enjoy; but I think that the evil to which you allude might be more effectually remedied, and without opening a door to dangerous abuses, by adopting some such suggestion as I have made to the Committee, namely, that the first and second attachés should have commissions under the Sign Manual as second and third secretaries, which I think would give them, under the Act of Parliament, a right to date their pensions from the issue of such commissions. If that had been the case, Mr. Elliot, the gentleman to whom I have before referred, would now have been upon his pension. I do not think that it would have been the case with Mr. Stuart; but it is much more easy to find a place for a secretary than for a minister.

413. Mr. *Hankey.*] Do you not consider that it would be a hardship if a Secretary of Legation were removed from his post on account of the cession of his mission, his salary being thereby suspended, so that he would be deprived without any fault of his own of any power to gain a pension, while other secretaries, junior to him in the service, would be acquiring their right to pensions?—My answer to that question is, that because he is out of employment he is not necessarily forfeiting his time. A man must be 15 years from the date of his commission, but he need only serve 10; and it is not probable that a Secretary of Legation would be out of employment for five years, except by his own good will. As far as I understand you, the effect of your proposition would be, that in order that a Secretary of Legation, whose mission has been abolished, may be kept in employment, some other secretary, who may be doing his duty very faithfully, is to be turned out of his post. I think it would be very hard upon the other secretary if you did that; very unjust indeed.

414. If two Secretaries of Legation have each served 15 years, and one of them is deprived of his post by the cession of his mission, would it not be a very hard thing at the end of years if the one who remained in his post obtained his pension, while the other becoming ill and requiring his pension, or from any cause wanting assistance, was entirely deprived of all power to get a pension by having lost his post?—It is a hardship which admits of no remedy that I can see; there is no wish in the Foreign Office to keep a man from earning his pension, or to keep him out of employment; but there may be no possibility of avoiding it, for, if you abolish a mission, you may be unable to provide for a man immediately.

415. Mr. *Layard.*] Do you propose to make the operation of the commission retrospective?—If it could be made retrospective, I should be glad to see it made so; but whether it could be so made, I cannot say; I think, if possible, it should be so in the case of men who have served for a long time.

416. Mr. *Hope.*] The rule as to being "*en disponibilité*" applies to all the foreign services, does it not?—I believe it does.

417. *Chairman.*] I believe that lately Lord Wodehouse addressed a memorandum

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randum to the clerks in the Foreign Office, asking their opinions as to an interchange of duties with the members of the diplomatic service?—Yes, it was a joint memorandum by Lord Woodhouse and myself.

418. Will you have the goodness to hand in to the Committee the memorandum, and the answers received?—Yes. (*The same being handed in.*) *Vide* Appendix.

419. Have you any objection to state to the Committee the inferences that you would draw from those opinions, or any recommendation that you desire to make respecting them?—The chief inference that I would draw from them is, that the clerks would wish that there should be a greater extension of the practice which prevails now, of allowing them to go for a time to serve in a foreign mission, and then come back to the office; and with the view to facilitate their doing so, that the principle should be extended by allowing their places in the office, during their absence, to be supplied by attachés from abroad. I observe that the whole of the opinions of the clerks are based upon its being a voluntary arrangement, and they, therefore, did not take into consideration the question of a compulsory arrangement. It was a mistake, on the part of the questioners, in not putting that also before them. But, as a temporary arrangement, so far as regards the clerks going abroad, I think it is very desirable that that practice should be carried out, and perhaps rather extended.

420. Will you state, first of all, how you think such an interchange would affect the diplomatic service of the Foreign Office?—I imagine that Foreign Office clerks going into chanceries abroad would be found of the greatest use there. They would carry with them habits of business and attention to their duties, which they acquire in the Foreign Office, and they would give good instruction to the attachés of the mission. So far as that goes, they would be very useful. I believe that in a chancery, they are always very glad to have clerks from the Foreign Office. I may say, that when the establishment of the Foreign Office was re-cast in 1854, it was re-cast with the view that there might be always two clerks abroad.

421. Mr. *Hope.*] Out of how many?—Out of 42; but I do not say that we have always been able to carry that plan out; sometimes we have had clerks employed in the Private Secretary's department, and sometimes we have had great sickness in the office, and clerks have been obliged to stay away; and sometimes we have had great pressure of business, which made it inconvenient to diminish the strength of our clerks; but as a general rule, I should be glad to see two clerks abroad, irrespective of any question of interchange with attachés. As to the general duties of an attaché, I consider that the chancery work is on the whole the least important; but to be a really good attaché, a young man should possess the habit of paying attention to things which are going on in society, and reporting what he has observed to the ambassador; I doubt very much whether the general training of our clerks is of that character which would make them very good attachés, but that depends very much upon the men; I should say that the education of a clerk in a Government office is not the best for an attaché; there he has his resources all within his reach, and he has only to have recourse to them; but an attaché has to depend a good deal upon his own readiness, and to cultivate habits of observation and attention as to what may be going on, which are not qualifications ordinarily required of a clerk in a Government office; I think that that is about the distinction I would draw.

422. *Chairman.*] Are the Committee to infer from that that you would recommend that those clerks who became attachés should be on a separate footing in a mission from that of the other attachés?—No, I should not wish that; they could not be on a separate footing, because from the practice which has been lately introduced since the examinations by the Civil Service Commissioners began, and even before that, of making all attachés pass through a certain apprenticeship in the office, they are all very well acquainted with the men in the office, and there is a certain brotherhood among them, therefore you could draw no social distinction between them; the only distinction might be this, that the great experience in office work which a Foreign Office clerk would take out with him would give him a certain amount of lead, and the minister would be very likely to depend more upon him; but although I think it is is a very good thing for the clerks to go abroad, I think that a limit should be assigned as to the number to be abroad at one time, and that they should go to improve themselves, and, as it were, for education for the purposes of the office, rather than for their own amusement.

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423. Would not anything like a considerable enlargement of this system necessarily require that the attachés should be paid, as you would have foreign Office clerks in a chancery who were paid, working by the side of unpaid attachés?—No, I do not think that would be so; it would be a temporary arrangement that would be perfectly understood; it exists at present, and I never heard an exception taken against it. As to attachés, they can live perhaps in London at a cheaper rate than they could abroad.

424. You do not intend, I suppose, that when these clerks go into foreign missions, their salaries should cease?—Certainly not; and not only is that not the case now, but we always give them a moderate gratuity, in order to enable them to fit themselves out.

425. Then, in point of fact, the clerks from the Foreign Office are acting abroad as integral parts of a Mission?—They are attached as regularly to a mission as any other attaché; there is the same letter of attachment, or substantially the same, in their case as in that of any other attaché.

426. If that system became more general, would it not be practicable to have a portion of the attachés paid, instead of having them in this way working by the side of those who were unpaid?—The Foreign Office clerks in that case would be practically paid attachés.

427. I understand that, with regard to the diplomatic service, you see no advantage in an extension of this principle; but how would an extension of it to any considerable extent affect the working in the Foreign Office itself?—I think it would be extremely useful in the Foreign Office; a clerk who has been abroad is always a more useful person in the office; he learns the habits of a mission, and the working of foreign diplomacy; and he becomes therefore a much better clerk; and all those who have been abroad say, I believe, that they have derived very great benefit from it. I have been abroad twice in the course of my career, and I certainly feel the advantage of it every day.

428. In one of these memoranda I find this passage: "I have no doubt that it would be a benefit to the service abroad to have a good working clerk substituted for an indifferent attaché; but the chances are that in the same proportion as the service abroad would be benefited, the service at home would suffer." Do you think that there is any likelihood of such a consequence as that following?—It would not be a necessary consequence; but there would be great reason for making preliminary inquiries; of course we should not let a clerk interchange with an attaché without inquiry, nor run the risk of exchanging a good clerk for an attaché whose merits were yet to be ascertained. If the attaché, taking up for a time a junior situation in the Foreign Office, was a good one, there is no reason why he should not do the business of a junior clerk in the Foreign Office just as well as the clerk whom he replaced; but I imagine that the observation was directed against the notion that we might bring in attachés, on exchange, to occupy the senior positions in the office, that is to say, the post of senior clerk or assistant clerk, or first-class junior, and I should certainly deprecate the introduction of a foreign element into those classes in the office; because we depend a great deal as regards clerks in those classes upon the practical knowledge which they have acquired by a long series of years' service in the office. It frequently happens, in fact for four months in the year it always happens, that a first-class junior in the office acts as an assistant, and may, in the case of the sudden illness of the clerk senior to him, have to act as the senior, and we should be very much embarrassed if we had to depend for the conduct of the business of a department upon a man who had not been regularly brought up in the office. If exchanges are to be made, even temporary ones, I should be very much disposed to restrict them to the second and third-class juniors; in fact, if a first-class junior or assistant were to go abroad, I would rather go on with a junior clerk in the office in his place, than have a man come in who was perfectly new to the business of the department. We must depend a great deal upon traditional knowledge. In every division of the office cases recur, for the disposal of which traditionary knowledge is of great use; and when such a case arises, a man who has been brought up in the office, even although he may not be able to tell you immediately what the state of the case is, will be able very quickly to lay his hand upon it; whereas a person not having that advantage and experience would have to take the case from the beginning, thereby causing delay, and he would be placed in an awkward position.

429. Is not that inconvenience already incurred to a great extent by the continual introduction

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introduction into the Foreign Office of political Under Secretaries of State, some of whom are generally entirely new to the business, and who, therefore, have only to depend upon their talents and power of acquiring knowledge?—Yes; and it is on that very account that any change of the kind would be fatal in the case of a political Under Secretary coming in who was not conversant with the business of the office. As matters stand, the senior clerks of the office are or ought to be fully competent to discharge the business, and to tell the Under Secretaries what is required to be done. I have known the office to be from accidental circumstances without the assistance of both Under Secretaries for some time, but yet no difficulty was felt; for the senior clerks were fully competent to do the business from having served long in the office; but if in that case the senior clerks had not been brought up in the office, the Secretary of State, deprived of his Under Secretaries, would have been very much embarrassed.

430. Would there not always be in the office a sufficiently strong permanent element to allow of the occasional introduction of diplomatic persons even into the higher positions in the office without any diminution of its efficiency or discipline, or in the routine?—I should extremely object to that. I think that the person who is responsible for managing the business of a division should himself carry it on, and not depend upon a junior to tell him how to carry it on. I think it would entirely impair the discipline and efficiency of the office if a person brought into the office, however able, was obliged to go to his junior to ask him, "How am I to do this? What is this?" and in fact to rely upon him, and look up to the junior, instead of the junior looking up to him.

431. Is there not in many foreign chanceries a continual change going on between the diplomatic service and the Foreign Office service by which it is implied that the members of one department are capable of acting efficiently as members of the other?—I see in the reports that it is so; but without exactly knowing how a foreign office abroad is worked, one can hardly compare the two systems; every country works on its own system; the foreign offices abroad have officers called "Redacteurs," whose sole business it is to draw up despatches. In the Foreign Office here, the senior clerk not only draws up despatches, but he is conversant with and carries on the whole business of his division. I have always been rather perplexed to understand how they got on in the foreign chanceries with redacteurs who were not conversant with the general working of the office; but at the same time every country carries on its business in its own way. I believe that no office even in this country carries on its business as we do in the Foreign Office; the system pursued in the India Office and in the Colonial Office is different from that which prevails in the Foreign Office. The Foreign Office has gradually established a particular system for carrying on the business, which I dare say, if it were examined into technically, would be pronounced to be a very bad system; but we, knowing the working of it, consider it to be the best system.

432. Are the Committee to understand, that you think that the frequent introduction of junior members of the diplomatic service into the Foreign Office would not impair its efficiency, but that you would regret to see any such system extended to the higher grades of the office?—Yes. I have no positive objection to the attachés entering into the junior classes of the office. I do not feel at all sure how it would work, or how it would affect the general discipline of the office, neither do I feel sure how it would affect the men themselves. My impression is, that attachés although brought up even in the hardest worked chanceries, would not stand well the daily routine and drudgery of a public office in this country; for although any man of good spirit and good intentions will dispatch the work that is set before him, the most irksome part of the position of a clerk in a public office is, that he may have to remain in attendance though doing nothing, and this from the nature of the business must very often be the case in the Foreign Office.

433. Would you object to a system by which every person entering the diplomatic service should be for a time employed as a clerk in the Foreign Office; that then he should go abroad, and should, after remaining abroad a certain period of time, afterwards return to the office, and then either become a clerk in the office, or resume a diplomatic position as might best suit his capacity, or the convenience of the public service?—The first part of that is already provided for by the rule which requires that attachés should work for three months in the office, and I think that is sufficient at starting. I should be sorry to lay down

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any further rule on the subject, because, before we brought an attaché from abroad to act as a clerk in the Foreign Office, we would like to have the assurance, as he would have been for some time separated from us, that he would turn out a good clerk. I think it would be hardly prudent for the Foreign Office to sacrifice a good clerk for an uncertain attaché. One can hardly tell how a system of that kind would work; the experiment has never been tried, but I do not hesitate to say that it is very desirable that the clerks in the Foreign Office should have opportunities of going abroad in the diplomatic line, to work in special missions, or, at all events, in important missions. I say important missions, because I do not think that they should go abroad to places like Dresden, where there is nothing to do, for that I do not think would eventually be a benefit to the office; I should have no objection to see attachés, if they liked to do it, voluntarily come into the office; at the same time I must say that since I have been in the office I only remember one offer being made to me on the part of an attaché; but it was made under circumstances which did not dispose me to accept it. I have been told that certain attachés would have been very glad to come in and work for a time in the office, and I should always have been very happy that they should have come in. Upon the whole I would prefer that the clerks should go abroad, not as a matter of exchange, for I think any such system might lead to attempts to make exchanges without reference to the advantage of the office, and have a tendency to unsettle the minds of the clerks generally, and to cause heartburnings, and so impair the comfort of the office. The office, I believe, is a very harmonious one, and always has been so; the men look upon each other more like brothers; they are always ready to assist, and do everything for each other, and I should be very sorry indeed to see anything introduced that had a tendency to impair that good understanding which is the main stay of the office.

434. Would there be any risk, if more frequent interchanges took place, of impairing that very high position which the office now holds as to public confidence and secrecy in most important matters?—No; upon that point I believe that every attaché who came in would feel himself equally bound by honour, as every clerk does. We make no distinction, and a junior clerk, once appointed to the office, is taken into as full confidence in regard to the business of the office as his seniors. The honour of every man is implicitly relied upon; we never think it necessary to keep matters from the junior clerks; as a general rule, every one is treated with implicit confidence; and I have never known that confidence abused since I have been in the office.

435. Lord *Stanley*.] Your objection, if I rightly understand it, to admitting attachés to serve as clerks in the office is, that, if they remain there, you would have men holding responsible situations in your office who were not acquainted with the traditions or with the routine of it, and who had not had that experience which might be required?—Yes; I mean for the higher classes of the office. If there was a system of permanent exchanges to take place among the second-class junior clerks and attachés, an attaché rising up from the position of a second-class junior clerk, who is little more than a copying clerk, would, in his career in the office, acquire that knowledge that I think it is essential for the higher class clerks to possess.

436. *Chairman*.] I find in a memorandum this remark: "The work performed by the junior clerks and attachés is nearly identical in its nature and forms, so that an industrious attaché would, at any moment, become a useful clerk; and any clerk whose manners and education would secure him a proper position in the society of the capital at which he had to reside might, at any moment, take his place as an attaché:" do you think that that is so true as to authorise you to trust to these voluntary arrangements being made between the clerks and the attachés?—Voluntary arrangements could not be made; they must always eventually be subject to the approbation of the Secretary of State. Of course an attaché in a chancery would be perfectly competent to do the work in the Foreign Office of the second-class juniors, which generally extends very little beyond copying and entering. I am only speaking about the higher grades in the office. As to a Foreign Office clerk going abroad, I have no doubt that every chancery would be a great gainer.

437. But you would demur to extending that privilege beyond the second class juniors?—Certainly; I think it would not be beneficial to the office, and I do not see how it would work.

438. Lord

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438. Lord *Harry Vane.*] You do not see any public advantage that would be derived from it?—No.

439. Lord *Stanley.*] That is to say, wherever the service which a man undertakes is, whether it be service abroad or service in the Foreign Office, you would wish him to begin at the bottom, and work his way up to the top?—I think that that is very desirable, as well in the diplomatic service as in every other service. I do not think that any clerk in a public office can really be efficient unless he has worked through the office regularly.

440. The *Judge Advocate.*] Would not a man be better from having served a certain period of his life abroad?—Yes; if it were only a temporary interruption for a year or two, he would be much better, certainly.

441. But would not one of your clerks be improved, supposing that he were to reside for two years in an ambassador's office, say in Paris?—Unquestionably; he would be very useful hereafter, in consequence of that, in the Foreign Office, as he would combine a knowledge of office business with a knowledge of the chancery business.

442. *Chairman.*] If, after having been there for those two years, he preferred to go on in a diplomatic career, instead of returning to the office, would there be, in your opinion, any objection to that?—It would have a tendency, I think, to produce great confusion and disorder in the ranks of the profession. It has occasionally happened that a clerk in the office has been sent abroad who has been made a paid attaché abroad; but I think that that has been looked upon with disfavour by the general service abroad. I know one particular case, of a valuable clerk, whose health was such as not to enable him to remain in the office, but the propriety of whose nomination to an attachéship was on that ground thought questionable, though he has since been named.

443. Could not that be set right by an arrangement under which an attaché who showed very great ability as a clerk in this country, and who was thought to be a valuable acquisition to the office, might, with the good pleasure of the Foreign Minister, remain in the office instead of going abroad again?—The opinions of the clerks, I think, tend to show that that would not be viewed with disfavour, if the arrangement was a voluntary exchange. I doubt whether, in practice, that opinion would turn out to be well founded; but with respect to the office itself, I will return to what I said before, which was, that if that practice was extended beyond the second-class juniors, I think it would be prejudicial to the office.

444. Lord *Stanley.*] For what length of time, as a general rule, has this temporary employment abroad of the clerks in the Foreign Office taken place?—The practice is of long standing. I cannot say when it was introduced.

445. I intended my question in another sense; what has been the length of residence abroad, on the average, in the case of clerks who are sent temporarily to serve at foreign missions?—There is no rule laid down; it may be for a year, or for more or less.

446. The *Judge Advocate.*] Is all the work in the embassy of Paris done by the members of the diplomatic body, or are there any clerks?—There are no clerks for the diplomatic work; there is a clerk for the passports, who sits down stairs; but he has nothing to do in the chancery; at least I am not aware of it.

447. Lord *Harry Vane.*] Is it not the case that the employment of paid attachés, at any rate, is a very recent introduction; that is to say, that it was never introduced until the peace?—I can hardly say; I am not aware.

448. Are you aware that the first paid attaché was Mr. Henry Fox, who was afterwards Minister in the United States?—No; I will not be certain, but I think that Mr. Addington was attached to the mission in Sicily in 1809; but whether he was paid or not, I cannot tell you.

449. I am speaking of paid attachés, and are you aware whether that was the case or not?—No, I am not able to say; I know that when I came into the office, there were paid attachés to missions then; that was in 1824; I cannot go farther back than that.

450. When the first mission was established at Naples, after we gave up Sicily, you are not aware that at that time the late Mr. Henry Fox, who was afterwards Minister in the United States, was appointed paid attaché for the first time?—No; I am not aware of that.

451. Sir *Minto Farquhar.*] It appears from what you have stated, that you think

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think the system ought to be entirely voluntary as to exchanges between attachés and clerks in the Foreign Office?—Yes; of course subject to the approval, and at the discretion of the Secretary of State. If he thought it desirable that any clerk should go abroad for any particular purpose, he would have a right to say to that clerk, "You must go."

452. But I meant entirely as between the attaché and a junior clerk; they would both, of course, apply to the Secretary of State; but would you make it an entirely voluntary arrangement between the parties, and not make it compulsory?—I think it would be very undesirable, and I think it would be unfair to both parties, if such arrangements were made compulsory.

453. My reason for asking the question is this, that I observe in all these letters which you have received, that the feeling seems to run through them all that it should be an entirely voluntary arrangement?—Yes, and for the obvious reason, in the first place, that a man does not like to be sent out of the office without his own good pleasure; and, secondly, that most of the clerks would suffer very severely, in a pecuniary point of view, in the case of exchanges, for the office salaries are much better than the salaries are abroad, and it would be hard upon an assistant who enters his class at 550*l.* a year, and rises to 650*l.*, to be compelled to take up the appointment even of Secretary of Legation, where the maximum salary might not be more than 500*l.*

454. But in the case of a junior clerk, he would be, perhaps, receiving 100*l.* a year in the Foreign Office, and he would make exchange with an attaché receiving nothing, but living entirely upon the income supplied to him by his family, and in that way an attaché coming to the Foreign Office, I suppose, would receive no salary?—No.

455. When you spoke of the position of an attaché in foreign courts, you said that it was absolutely necessary that his parent should supply him with a sufficient sum to enable him to live respectably?—Yes.

456. You also stated that a junior clerk at 100*l.* year in a diplomatic post, would feel himself in a very awkward position without some addition being made to his salary?—We should certainly not increase his salary.

457. But you would expect him to have some allowance made to him by his parents?—Yes; and I presume that a clerk in London must have his pay increased by some contribution from his family.

458. I perceive that the writers of the answers all seem to think that it would be beneficial both to the service abroad and to the Foreign Office, that such voluntary interchanges should take place?—I have no doubt that it would be very beneficial to the Foreign Office, and that an attaché would derive very great benefit from being one or two years in the office.

459. Do you not think with reference to the seniors, for example, take a minister exchanging in that way into the office, that there would be great difficulty as to the rank, promotion, pay, and pension?—I think, in the case of a minister, that any exchange would be quite out of the question.

460. Mr. *Hope*.] When you say that it would be beneficial to the office, that the clerks should have some experience abroad, and equally beneficial to the missions that the attachés should have experience at home, do you not think that that is one great ground for organizing a regular system, quite independently of voluntary arrangements?—It would be almost impracticable to organize a regular system, and I entirely agree in what Mr. Lister has said, that if it were attempted to lay down rules for it, difficulties would arise in regard to position, pensions, and allowances, which it would be impossible to adjust. I have tried, since I knew that the question would be mooted, to discover how it could be worked; I do not see how it could be so without doing great injustice to persons; and, of course, if you make all your public servants discontented, you will not benefit the public service generally.

461. But if it is of real importance to the public service, could it not be so arranged that the pensions should run equally in both cases, for I apprehend that no pension runs for service as an attaché, but it does for service as a clerk?—Yes; when an attaché came into the office all his previous service would be lost, and all the clerk's previous service would be lost if he went into the diplomatic service; for they are under different Acts of Parliament. One is under the Superannuation Act, and the other is under the Act for the Diplomatic Fund; you would have to alter both Acts of Parliament, and to establish gradations in the diplomatic pensions, and to change your rules, in regard to pensions;

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sions; and it would puzzle the most ingenious person, accustomed to calculate pensions, to lay down any fixed rules upon that subject. I do not see my way to its being done.

462. But supposing the difficulty with reference to pensions to be got over, do you not think that in the first years of the two services, a compulsory interchange would be beneficial?—I have an objection to that mode of interchange, as I think it would operate very hardly, for instance, upon a clerk. A clerk may live in comfort in London on little more than his official salary; but to send him abroad to an important mission, where he could not live under 400 *l.* or 500 *l.* a year, I think would be a great cruelty to him.

463. Do you know up to what grade in the foreign offices abroad the chiefs are changed on a change of the minister?—I do not imagine that there is any great change in Europe; in the United States there is a clear sweep of every body on each change of President.

464. I understood you to say that a difficulty would arise in an interchange of the higher officers in the Foreign Office here with diplomatic persons abroad, on account of the necessity of having persons who were acquainted with the traditions of the office, and who would so be enabled to carry on, or assist in carrying on, the business of the office?—I can hardly answer that question with respect to foreign countries.

465. But I was right, was I not, as to your view of that matter at home?—Yes.

466. You were asked whether in foreign countries interchanges were not permitted?—Yes.

467. Can you state what is the practice in foreign countries with regard to the principal officers in the offices?—I cannot tell you.

468. I believe that you carry in your own person many of the traditions of our own Foreign Office, but that was not the case with your two immediate predecessors, Mr. Addington and Mr. Backhouse?—Mr. Addington had held various diplomatic appointments abroad, and knew perfectly well the general tenor of diplomatic correspondence; I believe he was not aware of the working of the Foreign Office, except from what he might have picked up as Foreign Minister before he came into the office; Mr. Backhouse, I believe, acted as one of Mr. Canning's private secretaries; Mr. Planta was brought up as a clerk in the office; Mr. Planta's predecessor was Mr. Hamilton, who also had been a short time private secretary to Lord Harrowby; he was many years Under Secretary; he afterwards went to Naples; my father, was Mr. Hamilton's immediate predecessor; my father held the office twice; he was turned out of office when the Whigs came in, but previously to that he had been in office from 1795 as Under Secretary; he came from diplomacy. That, I believe, is the history from the year 1795.

469. Mr. Backhouse had been employed in what was called the Liverpool office to assist Mr. Canning when he sat for Liverpool?—Yes.

470. He was taken from that office straight into the Foreign Office?—No; Mr. Backhouse, for four or five years I imagine, that is from the time that Mr. Canning came into office as Secretary of State for Foreign Affairs, used to do a great deal of business for Mr. Canning as private secretary; therefore you may say that Mr. Backhouse had had a great deal of previous education in the office before he came in; Mr. Canning always had four or five persons acting as private secretaries.

471. Sir *Minto Farquhar*.] You have now, I believe, three under secretaries in the office?—We have two under secretaries, and an assistant under secretary.

472. One political office and two permanent ones?—Yes.

473. Lord *Harry Vane*.] When was the third under secretary appointed?—He was appointed in October 1858, when Lord Malmesbury was Secretary of State for Foreign Affairs.

474. That was the first time that such an appointment was created?—Yes; the first time to my knowledge.

475. Is that intended to be a permanent employment?—Certainly.

476. Is that office paid upon the same footing as the two other offices?—Yes; as the other assistant under secretaries; every office, except ours, used to have an assistant under secretary; there was one at the Colonial Office, and at the India Office, and at the War Department, but it was only in 1858 that we had one given to us.

477. Mr. *Hope*.] Notwithstanding that you have two permanent under

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secretaries, you still would not be willing to rely on an emergency upon the knowledge possessed in the office without the assistance of the heads of the different departments?—Certainly not; it would be perfectly impossible for even myself, who was brought up in the office from the lowest position, to carry on the details of the different divisions without a qualified assistant, and, of course, a political under secretary coming in new to the work, must rely, in a great measure, upon such assistant.

478. Lord *Stanley*.] You still adhere to that system under which the whole of the office is divided between the political secretary and the permanent under secretary?—We do; the permanent under secretary has certain countries, and the political under secretary has others; but all matters connected with the discipline of the office rest with the permanent under secretary.

479. Do you think that the present system is the most convenient on the whole; or now that there is an assistant Under Secretary, would you prefer that the work of the whole office should be divided between him and the permanent under secretary, and that every paper from every part of the office should be seen equally by the political under secretary, who has not had any separate department of his own?—No; I think that the political under secretary should do the work of his own division in the same manner as the permanent under secretary, and like him should have a general knowledge of all that is going on besides. It is not only political questions which the political under secretary has to deal with; there are personal cases that turn up in the Houses of Parliament.

480. You think that he ought to be well acquainted with the cases likely to turn up in Parliament; is there not an equal probability of their turning up in that part of the office which is not under his management as in that part of the office which is under his management?—The political under secretary communicates generally with the permanent under secretary on all matters of general interest on which a question is likely to be publicly raised; and without laying down any precise rule, the political under secretary is perfectly cognizant of everything that is going on in my division, that it is important that he should know; we are rather averse in the office to laying down any very precise or definite rules, for we think that from not doing so we get the business better done and more quickly done.

481. I understand that in this case there is a precise and definite rule, and that certain divisions are allotted to one of the secretaries?—Yes; as regards the apportionment to each of the business of the different countries; I see every thing in his division that it is of consequence that I should see, and he sees everything in my division that it is of consequence that he should see; and besides that, being in the habit of constant daily intercourse, we talk matters over together.

482. Do you think that your acquaintance with that half of the office which is not under your direct care is as minute and full as with that part of the office which is under your care?—For all office purposes I think it is quite sufficient. When my colleague is away, or when I am away, and questions arise, we have to seek for detailed information upon them in the particular division of the office to which they belong.

483. Mr. *Layard*.] You have sent round a number of questions to the clerks in the Foreign Office; have you sent any questions to the attachés?—We have not; we felt that living upon the terms we do with the clerks, it would be but fair, as a question affecting them was likely to be raised here, to give them an opportunity of speaking through the under secretaries to the Committee, and of expressing what their sentiments might be upon the subject.

484. Although it would be a pleasant thing for some of the junior clerks in the Foreign Office to go abroad, perhaps some of the attachés abroad would think it a hardship to be brought to England?—I think that many of them might dislike it as a compulsory service; they might like it for a few months, perhaps, but whether they would like it for a year and a half, or two years, I do not know; I am not very intimately acquainted with the attachés abroad, and I would rather upon that point rely upon what the clerks have said, as they are in habits of intimacy with them.

485. Do you not think that it is advisable to have some of the attachés brought to this country occasionally for a short time?—I should always be very glad to see them.

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486. But would you not make it compulsory?—I would not make it compulsory, for if you should get an unwilling attaché into the office it would cause discomfort, and he would get very little good in the office, and it would be very difficult, and very likely painful to the under secretary, to have to maintain discipline over an unwilling attaché.

487. But if diplomacy were a profession that a man entered with the understanding that he would have to pass part of his time in England, he would become reconciled to it?—I do not see that any advantages would result from the arrangement sufficient to compensate for the possible inconveniences of it, and I would rather leave the matter on its present footing.

488. Would it not insure this, that the attaché would be put to a little hard work during a part of his career?—He has that now in the commencement of his career.

489. But only for three months?—Yes. It might be an advantage to a man, no doubt, and to the service; but I am looking a little to the comfort of the office at home. If I had a willing attaché, I would just as soon have him as a clerk; but I certainly should not like to have an unwilling and troublesome one. I should think that it would injure the discipline of the office very much if the attaché were an unwilling and troublesome man.

490. Suppose that a mission was extinguished, as some have been lately, of course, the heads of the mission you could not employ; but with regard to the junior members of the mission, would you not bring them into the Foreign Office here, to work?—We might do that, certainly; but I think that we could generally provide for the junior attaché. I may mention that the unpaid attaché at Naples is at the present time working in the Foreign Office, and working very well I am happy to say; he is working without payment.

491. Have you any unpaid attachés at the Foreign Office, as the French have?—None; the clerks are all on a scale of salary.

492. You are aware that the French diplomatic service includes the Foreign Office and foreign diplomacy?—I believe it does; but I do not know on what principle that is. They have, I understand, a great number of copyists, but we have no such persons on our establishment.

493. Will you be good enough to read the last paragraph in page 41?—"Il y a assimilation de grade entre les attachés payés à la direction politique ou au cabinet, et les secrétaires de 3me classe. Les uns et les autres sont aptes à être nommés secrétaires de 2me class, et les redacteurs concourent, avec les secrétaires de 2me classe, pour les places de secrétaire de 1ere classe." I imagine the paragraph applies to relative position.

494. Mr. *Hope*.] Will you turn to the memorandum given in by Mr. Anderson at page 10; you will remember that on your last examination you were asked as to the practice of sending young men abroad to learn languages before going in for their examination for the diplomatic service, and you will find in that memorandum the following passage: "The effect of the operation of the recently introduced system, by which a knowledge of foreign languages is made a necessary qualification for an attachéship, is, that a boy destined for the diplomatic service is sent abroad young to study languages, returns home after a residence of two or three years on the Continent to pass his examination; if he succeeds, is shortly called on to proceed to the post to which he may be appointed, and from that time forward only returns to England occasionally for limited periods on leave of absence, when he finds himself a stranger in his own country." Are you prepared to controvert the correctness of that statement?—I can hardly assent to or deny it, with special reference to the diplomatic service; it is very much the habit now-a-days to send lads abroad to learn foreign languages for whatever profession they may be destined; only two days ago I was asked to recommend a young man who looks to a clerkship in the office, to one of our missions, as going abroad to learn German.

495. Mr. *Grant Duff*.] Is the practice of sending young men abroad for their education greatly increasing?—I should think it is: going merely by report.

496. How many vacancies have you usually in the Foreign Office, and how many in the diplomatic service, in the course of a year?—It is very hard to say without going through the papers, but not very many.

497. Half a dozen?—Nothing like that.

498. As many as three?—It is hardly reducible to an average. With respect to vacancies in the Foreign Office, in 1861 we have as yet had one clerkship vacant, and in 1860 we had two new clerks appointed; in 1859 we had three;

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in 1858 we had one; in 1857 we had six; but then that was because we increase our establishment.

499. It would not be more than one or two in a year?—No; at the outside two is the average.

500. And rather more in the diplomatic service?—Perhaps it may be so; but that will not be so hereafter.

501. Mr. *Hankey.*] I understand from the evidence you have given, that as a general rule, you would not object to occasional interchanges between the members of foreign missions and clerks in the Foreign Office, provided such exchanges were not extended to the higher clerks, or under any circumstances made compulsory or permanent?—I should not object to that; I should think it advantageous to the public service.

502. *Chairman.*] I believe that you gave very detailed evidence before the Committee on the Consular Service in 1858?—I did.

503. In that evidence I think you expressed your opinion, that it would be better for the public service to keep the consular and diplomatic services entirely apart?—Yes, as a general rule.

504. I do not think that there was any distinct recommendation with respect to the question on the part of the Committee on the Consular Service?—If I recollect rightly the recommendation of the Committee was adverse to it; I think you will find that it was so; I believe there is a passage in the Report on the subject.

505. I do not think it was adverse, but that the remarks there made referred rather to a transference of the consular officers to the diplomatic body, than from the diplomatic servants to the consular body, and, therefore, I ask you whether you think it would be to the advantage of either service that there should be more introduction into the consular service than there has hitherto been of persons previously employed in the diplomatic service?—No; I do not think the present system need be extended; I think it brings a very fair proportion of diplomatic blood into the consular service; in political consulates it is a very good thing that a man should have had previous training in diplomacy; but I believe that before the Consular Committee I expressed my opinion, and I think, as far as I could understand, the Committee concurred in the view I took, that it would be very undesirable to encourage consuls to aim at becoming diplomatists, as the tendency of doing so would be to dispose consuls to attempt to distinguish themselves by dealing with political questions rather than confine themselves to the more humble, but equally useful sphere of, strictly speaking, consular duties.

506. Do you think that any advantage would come from an approximation t the French system, where there is a frequent transference from the diplomatic body to the consular service?—I think that the class of consular appointments to which I have alluded is, with but few exceptions, filled by people who at one time or other have had their training in the diplomatic service.

507. Will you be good enough to state what are the consular services and appointments to which diplomatic persons are occasionally appointed?—For instance, the persons now holding office as chargés-d'affaires, and consuls general in Chili, Guatemala, Monte Video, New Granada, Peru, Venezuela, were all of them in the diplomatic service before they were named to their present posts. Mr. Churchill, in Moldavia, in his early career was in the diplomatic service as an attaché; I think those are all who are now holding consular appointments; but all these consular appointments are combined with a diplomatic character; formerly the diplomatic character, you may say, as far as payment was concerned, was superadded; thus, if a man was consul general, we gave him an allowance as chargé-d'affaires; but we have now inverted that, and we consider that the diplomatic character is the primary one, and that of consul general the one superadded. All these persons are paid out of the diplomatic fund. The chargé-d'affaires and consul general in Equador is alone paid out of the consular grant, and he receives 1 *l.* a day only out of the diplomatic fund, in addition to his consular salary.

508. Lord *Claud Hamilton.*] Does not Egypt come under the same class?—No; Egypt has merely an agent and Consul General, but at the same time there is nothing to prevent a diplomatist going there. Mr. Cha les Murray was agent and Consul General in Egypt.

509. He has considerable diplomatic correspondence with the ambassador?—Yes;

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Yes; and in the same manner Mr. Drummond Hay, who was Consul General and chargé-d'affaires in Morocco, is now minister there.

510. Mr. *Layard.*] Do you think that at the present time the mode of communication between the consuls and the Foreign Office upon political matters, is laid down with sufficient accuracy?—As a general rule the consular instructions require them to report upon every subject, political as well as commercial; in some of the consulates, especially in the East, it is found convenient to make the consuls divide their correspondence, and the political part of it is dealt with in the political branch, and the commercial part of it in the consular branch of the office; a consul would much neglect his duty under his general instructions, if he kept back any information as to political matters from the Secretary of State; the instruction, I consider, applies to information on all matters whatever.

511. I think that some of the heads of missions whose reports are in this book, complain of the inconvenience of the consuls corresponding directly with the Foreign Office upon political matters, and not sending their despatches through them; is that an inconvenience?—When that has been the case, the consuls have wholly misapprehended their duty, at least in so far as they may have omitted to keep the minister fully informed, and in consequence of the complaints to which you allude, a special instruction on the point will probably be sent to the consuls.

512. Do you think that all consuls should send political communications through the head of a mission?—They ought to send copies of their communications; I would never debar the consuls from corresponding directly with the Foreign Office upon all questions; but then they should send to the minister copies of the despatches which they write to the Secretary of State.

513. Would you apply that in all cases, or only in cases where the consul could not communicate as quickly through the head of the mission, as he could without communicating through him?—I should lay it down as a rule applicable to all cases; I would allow of no discretion on the part of the consuls; I think that no discretion should exist.

514. Suppose that a consul communicated with you upon a political matter, and that he did not send a copy of that communication to the head of the mission for some days, and you acted upon his particular communication, might not that give rise to much inconvenience?—I should consider it the duty of the consul, if the matter was important, to send his report simultaneously to the minister; upon a very important question, we should probably wait to hear from the minister, but there might be questions requiring to be dealt with at once; I think it would be dangerous to tie ourselves down to wait for the minister's report.

515. There has been a tendency of late years for the consul to constitute himself a political officer, and to communicate directly with the Foreign Office on political matters?—A consul would be in the wrong if he were to communicate with the Foreign Office without communicating with the head of the mission; that has been the case; I have heard complaints, and the practice is wrong.

516. I believe that Lord Lyons complains very much upon that subject?—I consider that any minister who finds an inconvenience from it has rather to thank himself for the inconvenience; he ought to exercise his authority; a minister is the representative of the Crown, and in the country where he resides consuls are subordinate to him, as he himself is to the Secretary of State at home.

517. Lord Lyons complains: "Some seem to think it correct to follow up a case for some time, under instructions from me, and then, in the middle of it, to apply with or without informing me, for instructions to the Foreign Office. Some, when I write to them for a report on a particular subject, to be considered in conjunction with information from other sources, deem it proper to send their reports separately to the Foreign Office themselves; some, I believe, address despatches, in substance the same, to your Lordship and to me simultaneously; some send me copies of despatches which they write to your Lordship; some, I suppose, write political despatches to your Lordship, which I know nothing about;" are these just grounds of complaint?—That is all very wrong, and our attention has been directed to that point, and the complaint will be remedied.

518. Sir *Minto Farquhar.*] Is it not natural that the minister living in a country where there are several consuls, that the consul should make him the centre of all communications?—Yes; the consul should report as fully to his minister as he does to the Secretary of State; but I would not debar the Secre-

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tary of State from writing directly to the consul, nor the consul from writing directly to him.

519. If it were a particular question, do not you think that it would be an advantage for the Secretary of State to obtain the minister's opinion before he received it from the consul?—Not necessarily; I think the sooner that the Secretary of State obtains information upon any particular point, the better; it does not follow that he will act upon it immediately.

520. *Chairman.*] I find, on looking over these reports of the foreign diplomatic services, that there is one point in which the services of the great foreign states differs entirely from ours, and that is, in drawing a distinction between the salaries of their diplomatic servants and the allowances which are made for the purposes of representation, for house rent, for carriages, for establishment, for travelling, and so on; has it ever been the custom in our services to draw these distinctions?—Not in my time; but I believe that a great number of years ago there was some such practice as allowing expenses, and extra expenses, irrespective of what we now call extraordinary expenses; but I will not be sure. It might have been so in the last century, but certainly never since I have been in the office; and indeed never since 1816; and if the Committee will turn to the papers laid before the Committee on official salaries in 1850, they will find that the salaries, as far back as 1815, were granted in one sum.

521. Do you see any advantage in drawing that distinction between the fixed salaries and incidental expenses?—I can see none; there may be some particular reasons for it in foreign courts, but I can see none; I should not wish to see any change made.

522. On the whole, is it your impression that the diplomatic service of this country is as well paid as that of the foreign states?—In the aggregate perhaps it is so; but we have very great difficulty in ascertaining what is actually paid by foreign Governments to their diplomatists; we have got the fixed salaries; but we have reason to suppose, although we cannot speak positively, that in many cases foreign diplomatists receive very large gratuities, and assistance in one way or the other; but I think that, with regard to the juniors, they are perhaps paid higher in our missions than in those of other countries.

523. I find that Lord Napier remarks that, "The diplomatic service of England is, on the whole, as well paid as that of any other country; and there can be no question that Her Majesty's Government desire to give their agents abroad salaries commensurate to the duties and dignity of their position." I therefore ask you whether you agree generally with that statement?—I should say that, taking all our diplomatic servants together, the amount of money divided among them, is, as compared with the sum divided among the diplomatic service of foreign countries, upon the whole, larger; but in the distribution of that money, I have reason to suppose that in the different grades of the respective services there is not that similarity which Lord Napier supposes to exist; for instance, I think you will find, if I am not mistaken, in the French service, that the French allow their ambassador at St. Petersburg about 12,000 *l.* a year.

524. Is not the French ambassador in London, also paid more than Lord Cowley at Paris?—I see by the French budget that the French ambassador in London receives 12,000 *l.* a year. The French ambassador at St. Petersburgh receives 12,000 *l.*; Lord Napier has 7,000 *l.*; the French ambassador at Vienna receives 8,000 *l.*; and Lord Bloomfield 7,000 *l.*; perhaps the advantage is on our side in the small missions. In Spain I see the salaries are about the same; the French ambassador in Spain receives 5,600 *l.* a year; at Constantinople we are superior; at Berne they are superior; at Berlin we are superior; and we are better off in some of the minor missions.

525. Mr. *Grant Duff.*] Does the House at Albert Gate belong to the French Government?—Yes; it is taken on a lease.

526. Lord *Claud Hamilton.*] Is it not the case, that although the salary put down may somewhat approximate to the amount in other places, that there is a system of giving allowances for fêtes and presents, both in the French and Russian service, and that large assistance is given in some of the missions?—It may be so.

527. *Chairman.*] Is it not the custom occasionally in our service to give certain gratuities for the purposes of representation on particular occasions?—Yes; the expenses of fêtes and illuminations, if previously sanctioned, are paid.

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528. Is there not reason to suppose that foreign diplomatists receive assistance from their Governments in matters of representation, which ours do not receive?—It is supposed that they do receive assistance, and that the salary put down in the budgets does not necessarily represent the whole amount of their emoluments.

529. Did not some considerable reductions follow in consequence of the Report made on official salaries?—There were reductions made then.

530. Have complaints been made of these reductions as having injured the efficiency of the officials?—It has been necessary in many cases to increase salaries on account of the increased expense of living on the Continent; prices have increased at the rate of 50 or 100, and even more than that per cent. in some instances; and I believe that all our diplomatists have very great difficulty in making their diplomatic salaries meet their necessary expenses.

531. What are the arrangements as to the travelling expenses; are there any?—No allowance is made except for authorized journies on the public service; a minister, when he is appointed, draws his salary from ten days before his departure, and he is then on full pay until he arrives at his post, and it is expected that such salary will cover the expenses of his journey; no other allowance is made except the allowance for outfit; if the minister is ordered home, on public service, then his expenses are paid.

532. Does the same thing apply to those missions which are at great distances from England?—I think that when Mr. Bruce went to China, which was a newly established mission, we paid the passage-money for himself and his suite; they all went together; but according to strict rule this should perhaps not have been done. Full salary will, probably, cover a man's actual disbursements on the journey. Generally speaking, I should say that the disbursements of a minister on the journey to his post, would not exceed what he receives during the interval.

533. Are the travelling expenses of the unpaid attachés ever paid?—I am sorry to say that they are not; but, if we can, we manage to give them despatches. I think that they ought to be paid under a certain limitation; when an unpaid attaché is sent to a place I should be glad that he should be allowed the expenses of his journey; but if he comes home on leave of absence, he ought not to be allowed any expenses for his journey home, nor for his return to his post; if he is removed, on duty, from one post to another post, I think that his expenses should be paid; wherever he is sent on the public service, and does not move for his own convenience, I think that the expenses should be allowed, especially in the case of distant countries, such as South America, where the charges of travelling are very severe upon an unpaid attaché, and indeed upon every one; I would grant the same indulgence to the paid attachés and to the Secretary.

534. I believe, in consequence of a recommendation of the Foreign Office, that Secretaries of Legation should send in frequent reports with regard to the statistics and condition of the countries in which they happen to be placed, that several secretaries have been put to great expense in travelling for the purpose of acquiring this information; have those expenses been paid?—Whatever expenses they may be put to, they would be repaid, if applied for. I know that in some instances they have been applied for. I would explain, however, that although permission was granted to secretaries to make journies with reference to their reports, it was rather going beyond the object of the circular, which was to induce Secretaries of Legation residing in the capitals, where one might suppose that all information centred, to keep their attention alive to what was going on, to digest the information they collected, and to send home periodical reports. Permission to visit out-places was indeed granted, but my own view of the case is that it would be much better for the secretaries to confine themselves to the capital of the country in which they reside. The object with which that circular was drawn, was to give Secretaries of Legation something really definite to do; and to make them keep their attention alive to what was going on. We did that for the advantage of the ministers, and for the advantage of the office, but principally for the advantage of the Secretaries of Legation themselves, as the best education that they could have for their future career in diplomacy. The origin of the circular was this: a Secretary of Legation had been sent on a special duty to make an inquiry, and that inquiry was so ably conducted, and the information so accurately and so usefully given, that Lord Clarendon, who was Secretary of State at that time, considered that we might utilize our Secretaries of Legation generally in the same manner. I wish to say, also,

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also, as these reports have been brought in question, that generally speaking they do great credit to our Secretaries of Legation; they have shown great ability, great industry, and great attention to what is going on, and I believe from what I have heard, that they have given very general satisfaction to the persons into whose hands they have come.

535. Lord *Claud Hamilton.*] I think I have seen it stated that the publication by Parliament of all or some of these reports has rather disinclined gentlemen abroad to give so much information; have you observed any effect of that kind?—I do not think that that has operated with regard to the secretaries generally, although I have seen it stated. These reports are very carefully looked through, and we would never wittingly publish anything that our secretaries of legation reported, which we might consider to be given in confidence, and the publication of which might prejudice the informant; at all events we should strike out the informant's name; if it related to any particular person's business, we should strike it out. There is no question indeed, but that the practice in this country, which, however, is a practice that I should be the last person in the world to wish to see altered, of giving publicity to information obtained by the Government in regard to what occurs in foreign countries, militates very much against our ministers abroad, and closes, perhaps, to them many sources of information; but, at the same time, do not let me be supposed to advocate a change in that practice, for I think that would be very undesirable; I think that the knowledge that all transactions in foreign countries, and the views taken of them by our ministers abroad, may be laid before the world in our Blue Books, is eminently useful, politically speaking. I think that our Blue Books, although disliked extremely on the Continent, have a certain salutary effect upon the general politics of Europe; but, of course, a British Minister is placed at some disadvantage in consequence, and finds the people rather shy of communicating with him from an apprehension that what they say may be brought against them, and may perhaps injure them in their own sphere, or be disagreeable to their Government; so far the practice militates against the usefulness of our ministers, and places them in an embarrassing position. But on the other hand, there is no question that for the general benefit of this country it is most desirable that at the proper time what the Government does abroad should be fully known; and I believe that that is the feeling of every Secretary of State that I have ever served under. I believe, however, notwithstanding that disadvantage, it is generally felt that the way in which our foreign missions are conducted reflects the highest credit upon the country; I believe that our ministers are universally looked up to and respected abroad, and that their honour is implicitly relied upon in all circles abroad; I believe that they are accurate observers and faithful reporters, and that they clearly and honestly represent the policy of the country in its relations to foreign powers. And perhaps I may say with respect to the unpaid attachés, whose reports I am in the habit of seeing on their examinations, that they do infinite credit to the ability and diligence of the young men who draw them up.

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Jovis, 25° die Aprilis, 1861.

MEMBERS PRESENT.

Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Mr. Monckton Milnes.
Mr. Hankey.	The Judge Advocate.
Mr. Hope.	Lord Claud Hamilton.

MR. MONCKTON MILNES, IN THE CHAIR.

Edmund Hammond, Esq., called in; and further Examined.

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536. Mr. *Layard.*] I WISH to ask you whether the diplomatic salaries are punctually paid?—Fairly so. The practice with respect to the payment of diplomatic salaries is as follows: In the first place I should mention, that the diplomatic quarter day is the old quarter day, the 5th of the month in the first three quarters of the year, and the 10th of October. A little time before the arrival of those days the chief clerk sends in to the Treasury a rough estimate of the sum of money that will be required to pay the diplomatic salaries for the quarter then expiring; and as soon as possible after the expiration of the quarter, sometimes on the same day, sometimes two or three days afterwards, a salary list is sent in to the Treasury, which salary list contains a statement of the sum payable to each individual: that statement I understand is sent by the Treasury to the Paymaster General's Office, which sometimes occasions a few days' delay, but I was not aware until yesterday of that intermediate stage. I have now desired that some steps should be taken to come to an understanding with the Treasury to allow the salary list to go direct to the Paymaster General's Office, for the express purpose of avoiding that delay. Every Minister and diplomatic servant receiving money is bound to send in a life certificate on the expiration of each quarter, to the chief clerk, and when that comes in a certificate is delivered to his agent, who exhibits it to the Paymaster General at the Paymaster General's office; upon which the salary is issued to the agent in virtue of the power of attorney which the agent may hold.

537. Are you aware that Lord Cowley states, at page 64, of the "Reports," "The third and last point on which I have to remark is the irregularity attending the payment of diplomatic salaries, and of the advances made on account of extraordinary expenses," and complains of this hardship. Mr. Gordon also makes the same complaint. He says, at page 183 of the Reports, "It appears to be an unnecessary hardship to the diplomatic service, that those belonging to it are not able to draw their salaries, like the members of other services, on the quarter days, but must wait three, four, or even seven weeks, according to the activity of their Foreign Office agents, or of the chief clerk, before they can touch their salaries, occasioning, in the case of chiefs of missions, the necessity of their either taking up money at their foreign banker's at high interest, or drawing on their private resources for that interval"?—I believe, from all the information that I have been able to collect, that Mr. Gordon's statement in that respect is very greatly exaggerated; there must necessarily be a certain amount of delay, as you cannot well send in a statement of what is due to a man until the quarter is expired, and therefore there is a certain amount of delay. I do not mean to say that there may not be occasionally a very short delay in the chief clerk's department; but then comes a delay over which the Foreign Office has no control, namely, passing the list through the Treasury; otherwise there is no reason why Lord Cowley's salary, if we could pass by the intermediate step through the Treasury, should not be paid within two or three days after the expiration of the quarter; but it depends, to a certain extent, on the ministers themselves: their life certificates do not pass through my hands, and I cannot say how far the ministers are always themselves punctual in sending their life certificates, but if they do not send them in

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according to their instructions, of course no blame is imputable to the office, or to any one except to themselves. I was talking over this point in the office the other day, and the chief clerk said that a certain minister who might have done so in a very short time, did not send in his life certificate, on one occasion, until three weeks after the expiration of the quarter.

538. Do you think it desirable that the salaries should be paid as punctually as possible?—I certainly should wish so; and, very frequently, as the quarter is drawing to a close, I say to the chief clerk: "Take care that the salary list is sent in punctually." I think that the salaries should be paid as punctually as circumstances will permit, and as soon as possible after the life certificates come in; there is no reason that I can see why it should be otherwise, and it took me quite by surprise to hear yesterday of the intermediate stage in the business at the Treasury, which I think is useless.

539. The delay would then appear to rest, not with the Foreign Office, but with the Pay Office?—Partly with the Foreign Office, because there may be at particular times a pressure of business to cause a delay of two or three days, which we cannot always prevent, but I think that for the last quarter the list was sent in on the second day after the expiration of the quarter, and in the previous quarter it was sent in, I think, on the very day. I do not mean to say that there have not been delays; but I think that they have been very much done away with, and, from what I have heard, I do not feel at all dissatisfied now.

540. I believe that the heads of missions are obliged to advance out of their own funds for extraordinary expenses?—They pay the extraordinary expenses out of their own funds, but whether practically they lose by it I am really unable to say, because there was, I believe, an arrangement made, some years ago, although I have always objected to it, to the effect that the bankers advancing money for extraordinaries, should advance it at such a rate as to provide for a loss of that kind. I thought that that was an objectionable arrangement, and at the present time, in the great missions, as the Committee will see by one of the papers before them, we have rendered it unnecessary by allowing the minister at a great court, where the extraordinaries are heavy, to draw in advance on their account; we calculate that, in the first month of the quarter, they may require so much to pay their current bills; in the second month of the quarter so much again; and, in the third month of the quarter, that they will require more; leaving but a trifling balance to be settled on passing the account of extraordinaries: that has been a very great relief, I apprehend, to ministers. I was prepared to extend that rule to minor missions, where the extraordinaries are on a lower scale, and indeed to all; but the Treasury said, I think wisely, that the amounts were so trifling that it was hardly worth while to make what certainly is an arrangement attended with some little complication. But I think that in every mission where the extraordinaries amount to, say 200 *l.* a quarter, they should be allowed to draw on account.

541. Do you think that it would be advisable to extend that rule to all missions, making the head of the mission responsible for what they might draw?—I should not object to it; and it was originally so proposed to the Treasury.

542. In these "Reports" Lord Cowley and other heads of missions complain of the hardship of having to advance money for extraordinaries?—In Lord Cowley's case that has been rectified; but, on the other hand, to be fair, we must bear in mind that the heads of missions do not always send in accounts of their extraordinaries when they ought to send them, and I have known cases of ministers who have complained most loudly, and yet they have been six or nine months in arrear in sending in their account of extraordinaries.

543. Does it not often occur that considerable delays take place before these extraordinaries are settled, in consequence of proper vouchers not being sent, the Foreign Office being very strict upon that point?—I have arranged lately, that in the case of items being charged in an account which are not properly vouched for, the account should be passed only so far as the charges that are vouched for, and that the irregular or unpaid items should stand over until a communication is had with the minister. I asked the chief clerk the other day just to give me a statement of the time which has intervened between the date of the receipt in the department of the extraordinaries of the present quarter,

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quarter, and the date of the letter being sent to the Treasury for their payment; but I should say, as to this also, that it is not by the date of the receipt of the despatch that one must go, for it does not follow that an account has on that day gone in to the chief clerk, because the despatch may have gone on to the Secretary of State, and it may not have been returned until two or three days afterwards; but, taking the date of the receipt, on the docket of the despatch, I see that the accounts which came in on the 6th, 8th, 9th, 11th, and 12th of April, were sent to the Treasury as passed, and the sums directed to be issued on the 17th April; and, as to others, that the accounts which were received on the 12th, 13th, 15th, 16th, 17th, 19th, and 23d of April, were sent in on the 24th of April. Then with reference to what I have said before, I may add, that the despatches sending in the extraordinaries were dated, in the instance I have quoted, the 5th, 6th, 7th, 9th, 10th, 11th, 15th, and 16th of April, and one on the 31st of March, so that the time in those cases has not been very unreasonably long.

544. Do you include secret service money amongst the extraordinaries?—No.

545. How is that provided for?—By vote of Parliament; it is all issued to the Secretary of State.

546-7. Supposing that the head of a mission is required to expend any money upon secret service, does he draw directly upon the Treasury for it?—He draws for it under a special Act of Parliament, an Act of George the Second; he draws upon the Secretary of State; the money is issued to the Secretary of State.

548. I perceive that Mr. Christie, in his despatch, recommends that legations and missions should receive fees; are you of opinion that that is a recommendation which deserves attention?—I do not think that it is desirable. I may add, that in cases where a consul is attached to a legation, as a member of the legation, as he will be hereafter at Paris, and is now at Madrid, that consular officer will take consular fees for his consular services; but for acts done by the diplomatic body, no fees, I think, should be taken.

549. *Chairman.*] Would he do so under the present consular regulations?—Yes, as holding a consular commission.

550. Would not the fees be taken by the Government?—They will be carried to the Government account, at Paris, but they are received by the consul at Madrid, at present, on his own account.

551. Mr. *Layard.*] Mr. Christie puts it in this point of view: he says, "There appears to be no reason why passports, or signatures, which cost 4 *s.* or 5 *s.* in the consulates of Genoa or Marseilles, should be given for nothing at Turin or Paris. If it is proper to charge the public at consulates, the Government might gain by similar taxes in legations." Can you state upon what principle there should be a difference in that respect between legations and Consulates?—No, there is no principle; but I should object to see the diplomatic body in the receipt of fees. The principle upon which consuls receive fees is, that in former times they were received for the consul's benefit, for acts of a notarial nature, or for certain services done by the Consul; but I should not like to see that system introduced into the diplomatic body.

552. The other day you stated, I think, that you wished to see attachés enabled to perform notarial acts; in that case, would you see any objection to it?—I do not think it is desirable to have a system of fees levied in the chanceries of missions.

553. Although you would desire that an attaché should have the power to perform notarial acts, you would not wish an attaché to accept a fee?—I think it would be very ungracious and unpopular now to introduce a new system of fees; consular fees are notorious; but I think it would give rise to much complaint if fees were levied in the diplomatic chanceries.

554. Sir Thomas Wyse mentions what appears to be rather a serious grievance; he says that when ministers take a voyage for the public service, in a public steamer, the charge made to them is very exorbitant; for instance, he says, "The charge of 60 *l.* or 70 *l.* for a short journey from Trieste or Messina is preposterous; but it is felt still more severely when the distances are shorter, and no more than a short passage from one part of a kingdom to another. It may be of great use to the minister, and not less so to the public service, that he should from time to time visit portions of the country

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to which he is accredited." He says that the minister has been charged this very large amount of passage money, besides table money; is that the case now?—The charges for passengers in ships of war are made under an Admiralty regulation; but I think that the scale is susceptible of modification. As far as I recollect, the charge for an ambassador and his suite, not exceeding four persons, is 40 *l.* for three days, 80 *l.* for the first week, and then 25 *s.* for each person a day afterwards; I think that it would be a fairer arrangement that the captain of a man of war taking diplomatic passengers should charge only so much per head a day as long as the passengers are on board. I would say, let him charge 30 *s.* a day; that is the charge now for above a certain number of passengers, for any time not exceeding one week; but I think that the round sum would be very properly abolished.

555. Sir Thomas Wyse further says: "No better means exist to rectify mistakes, or increase knowledge, especially in the East, than these inspections with his own eyes instead of through the spectacles of others; no more efficient means of impressing the population with conciliatory feelings or respect towards the nation he represents than thus approaching them personally, and in no mode can this be better effected than under his own flag; but this is rendered next to impossible by the heavy tax, relic of a former age, still imposed; a mulct and penalty for such visits, instead of beng a reward and stimulant"?—Sir Thomas Wyse is under a misapprehension, I think; for if the minister is ordered to go on public service, there is no charge made on him; the charge would be borne by the public, and included in the Civil Contingencies; but if he goes for his own pleasure, it is but fair, I think, that the minister should pay; but I agree with Sir Thomas Wyse, that the rate is too high; I think that a guinea and a half a day is a fair rate to charge for any person who is entertained at the Captain's table. We do not allow ministers, who are repairing to their posts, to charge anything on account of their journeys, and I think that unless they are absolutely ordered to go by a ship of war for the public interest, they ought to pay for their conveyance in such ship of war, and for their entertainment, in the same manner as they would pay for their entertainment and passage if they were travelling by a railway. I think that that would be but fair; but then I think that the rates ought to be diminished. With respect to a case like that alluded to by Sir Thomas Wyse, where a minister is residing at a port visited by ships of war, unless a certain check were placed on a minister in regard to his moving about in a ship of war, a very heavy charge would fall on the public by the minister using ships of war as his own private yachts. A question bearing upon that point has recently been raised at one of our missions, where the practice had grown up to a considerable extent, and an arrangement has since then been made, that if the ambassador takes advantage of a ship of war to move about for his own pleasure, the expense should be matter of private arrangement with the captain, the ambassador sending his own provisions on board, and so on; but if he moves about on the public service, then, of course, his entertainment would be paid for.

556. These are Sir Thomas Wyse's words: "It may be of great use to the minister, and not less to the public service, that he should, from time to time, visit portions of the country to which he is accredited. No better means exist to rectify mistakes or increase knowledge, especially in the east, than these inspections with his own eyes;" and then he says, "that in consequence of the heavy charge in the Government steamers he is precluded from doing this"?—Yes; but if he chose to apply to the Secretary of State for permission to make his visit, and the Secretary of State sanctioned it, then the expense would be paid for by the public. But there is no reason why the expenses of such a visit as he has described should be borne by the public, or the expenses of any minister going to any part of the country to which he is accredited, without obtaining the previous sanction of the Secretary of State. A minister might, for instance, like to go, and it would be perhaps an advantage to him to go 30 or 40 or 50 miles from the place of his residence, but the expense of doing so, unless he had obtained the previous sanction of the Secretary of State, would be borne by himself, and I see no reason why a minister who travels by a ship of war should not bear the expense in the same manner as if he was travelling by a railroad.

557. You are prepared to recommend to the office that this scale of charges should

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should be altered?—I should not be sorry that the Committee should recommend it in their Report.

558. I believe that the Queen's messengers are attached to and paid by the office; what is the mode of selecting the Queen's messengers?—The foreign service messengers were formerly selected alternately by the three Secretaries of State, but they are now nominated entirely by the Secretary of State for Foreign Affairs; he nominates such persons as he thinks fit.

559. Entirely upon his own responsibility, and without any qualification?—Yes; but they are now obliged to go before the Civil Service Commissioners to be examined as to their qualifications as set forth in the paper which I hand in. [*See* Appendix.]

560. What position do Queen's messengers now hold at the missions to which they may be sent, or at the missions at which they may call during their journeys?—There is no recorded difference of position, as far as I am aware, from that which they always held; but they are usually invited, I believe, to the minister's table. In former times there was no distinction between the foreign service messenger and the home service messenger; there was a certain number of messengers, and they were, in old times, all under the Lord Chamberlain, and I believe the origin of the silver greyhound pendent from their badge has some connexion with their former dependence on the Lord Chamberlain's Office. At a later period a portion of the messengers were specially transferred to the Secretaries of State, and these waited alternately on the several Secretaries of State, and took journeys abroad indifferently in their turn.

561. The social position of foreign Queen's messengers has been very much improved of late years, has it not?—Yes.

562. Have there not been some regulations made as to the intercourse between Queen's messengers and the chanceries in foreign missions?—None, that I am aware of; there are general rules laid down for the performance of the service of Queen's foreign service messengers.

563. Will you be good enough to state whether, according to any new regulations, the intercourse between Queen's messengers and the chanceries of foreign missions is placed on a different footing from what it was formerly?—It is not so.

564. How are the Queen's messengers paid?—By a fixed salary of 500 guineas a year, and all their expenses of travelling.

565. Are there not extra Queen's messengers, as well as the regular messengers?—Not now, for their services are not required; the establishment is now sufficient for the purposes of the office.

566. How many Foreign Queen's messengers are there?—Fifteen.

567. Is it intended to increase that number, or is that number considered quite sufficient?—It is quite sufficient under existing circumstances. Lord Malmesbury, on a review of the service about two years ago, with reference to the greater speed with which journeys are now performed, and to there being perhaps less occasion also, in consequence of the introduction of telegrams, to send messengers as much as formerly, considered that the number might be reduced, and the number was reduced from 18 to 15; and I have no reason to suppose that 15 are not quite sufficient for the purposes of the service; if they were not sufficient, we should of course make a certain increase, and we might revert to the old number in a case of emergency. We employed extra messengers during the Crimean War, for then the Foreign Office undertook the whole of the messenger service abroad, of all the Government Departments. We sent a messenger every week to Constantinople, who used to carry the bags of the military and naval departments, as well as our own; we had then four extra messengers on our establishment.

568. Do the Queen's messengers receive any pay for mileage?—They receive none now.

569. Do you think it is advisable to make any change in the mode of paying the Queen's messengers?—I think, on the whole, that I should be disposed to revert to the system, that part of the emoluments should consist of mileage.

570. At the present moment, I understand you to say that they are bound to pay their own expenses out of the 500 guineas a year which they receive?—That is their own personal expenses.

571. On what scale are the travelling expenses paid?—They are paid on an account being rendered. The superintendent of the messengers, the chief clerk,

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clerk, who checks the messenger's accounts, has certain tables, which have been calculated by Bradshaw, showing what are the fair expenses which shall be incurred on their journeys, and those expenses are paid; my desire always has been that they should be paid their expenses liberally, and that we should not run them too close. Of course, a messenger, in order to get on, must, now and then, feel it necessary to give five francs here and five francs there.

572. But you are still of opinion that the better principle would be to pay them a fixed sum for mileage, according to the old system?—I should prefer it. In former times the messengers were paid by a fixed salary of 60 *l.* a year, with board wages, 7 *s.* 6 *d.* a day, when in England, and 13 *s.* 4 *d.*, when abroad. In addition to that, they were allowed a mileage rate of 6 *d.* a mile for journeys performed in carriages; 2 *d.* a mile for journeys on the sea; 4 *d.* a mile for journeys by public conveyance, and a shilling a mile if they travelled on horseback. Then, when railroads were introduced, and before we had any experience of them, the messengers were allowed 4 *d.* a mile on railroads; but, upon reviewing the expenditure for the messenger service in the year 1858, Lord Malmesbury was struck by the large amount that the messengers received, which averaged above 800 *l.* a year to each messenger; and Lord Malmesbury thought that that was more than the messengers should be paid; and on considering the matter, it was determined to abolish all the old rates, and to establish new and fixed rates, beginning with 500 *l.* a year; but upon a representation being made by the messengers, that the expense of living abroad was very much increased, he allowed them the other 25 *l.*, making altogether 525 *l.* I should say that in Lord Malmesbury's minute, which has been laid before Parliament, a passage occurs to this effect: that if the mileage system had continued, he should not have thought it right to continue to pay for railway travelling the sum of 4 *d.* a mile, which was excessive, and that the mileage would, in such a case, have been more properly calculated with reference to the rate that a man formerly travelling in a carriage at 6 *d.* a mile, would earn in the 24 hours, and it was estimated roughly that 2 *d.* a mile would make an equivalent sum.

573. Under whose superintendence are the Queen's messengers?—They are under the superintendence of the Foreign Office chief clerk.

574. Can you give the Committee any idea of the annual expense of the Queen's messenger service in the aggregate, including both the expenses of travelling and the pay?—The present expenditure for the Foreign Messenger service is between 16,000 *l.* and 17,000 *l.* a year; but of course the expenditure is fluctuating. I should say that formerly, at the first separation of messengers into home and foreign service in 1824, the average emoluments of the Queen's foreign service messengers were calculated at 400 *l.* a year, that is to say, that was the sum on which they were to be superannuated; and on which they paid income tax, and contributed to the superannuation fund: now they are superannuated on 225 *l.* a year, on which sum they pay income tax.

575. Do you pay their expenses in advance?—They draw for such money as they require. A messenger going abroad goes to the chief clerk and receives a certain advance, according to the journey he is about to perform, and when he is abroad he can draw upon the chief clerk, under certain regulations; in fact, he is always in advance, as you may say, and the account is settled at the end of the quarter.

576. Mr. *Hankey.*] Do you think that a foreign minister ought to be in advance out of his own pocket for any of the official expenses of his mission?—It is a very difficult thing to make any other arrangement than that which we have now established; the Treasury would object to doing what in some foreign services is allowed, namely, to pay money in advance on account of extraordinaries The question was mooted many years ago, and I think the Treasury objected. I do not see any particular objection to it, but had no control in the matter.

577. Do you think it right that a minister should be out of pocket for expenses incurred in his mission?—I do not think we could alter the present system, or modify it more than we have done.

578. Would not a bill drawn by a foreign minister abroad be quite sufficient a document as a proof of life, without sending a life certificate?—The difficulty would be, that the quarterly salaries are not always exactly a fourth part of the fixed salary. A man may have been absent on leave, or there may be something to be adjusted from another quarter.

579. Sir *Minto Farquhar.*] In looking over the list of diplomatic servants abroad,

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abroad, and their salaries, I find that Lord Cowley has 10,000 *l.* a year, but I observe that the salary of Lord Napier, who is at St. Petersburg, is only 7,000*l.*; do you think that that is quite fair, considering that the Ambassador at St. Petersburg is living in a place more expensive than Paris?—We have heard no complaints from Lord Napier, that he is unable to live upon his 7,000 *l.* a year; if he makes any complaint, of course it will be considered.

580. Mr. *Hope.*] How long has Lord Napier been at St. Petersburg?—Only a few weeks.

581. Sir *Minto Farquhar.*] Will you be good enough to state to the Committee what is the rule with reference to exchanges; sometimes it is, of course, in favour of ministers abroad, and sometimes it is against them. I understand that there is a rule?—The rule is, that they are allowed to charge for loss by exchange, and they must give credit for gain by exchange.

582. *Chairman.*] Has that always been the rule?—It was the rule that they should be allowed to charge loss by exchange; but the Treasury considered, two or three years ago, that if the public paid the loss, it had a right to receive the gain; and, after a little discussion, the present system was settled, and the Treasury now, at the beginning of each year, sends in a statement, showing what shall be considered the proper rate of exchange for the current year at the several capitals; that is the mode in which the matter is now dealt with.

583. Mr. *Hope.*] You have been asked questions with reference to ministers making use of Queen's ships for the purpose of going from place to place; in whose discretion does the application for a passage now rest?—If a ship was at hand, the captain and minister might come to an understanding; the minister would say, "I want a passage to such a place," and the captain would probably give him a passage.

584. I presume that in all these cases no fixed rule can be laid down, but that it must be by an arrangement between the two services?—Yes, when it is a matter between the parties. If a minister is ordered to proceed in a ship of war, then we should ask the Admiralty to send an order to the captain to convey him; and if by any accident, and on an emergency, we telegraph to a minister to take a passage in a ship of war, we immediately apprise the Admiralty that we have done so, and the Admiralty sends instructions to that effect to the captain, but no minister nor diplomatic servant has a right to order the commander of a ship to perform any service whatever; if he wishes a service to be performed, the mode in which he should attain his object is this: he should state to the captain officially, "I think that such and such a service ought to be performed;" and in 99 cases out of 100 the captain of a man of war would attend to such a requisition. If he does not, he must justify himself, of course, to the Admiralty for not doing so; but nothing in the shape of an order can pass between a diplomatic servant of the Crown and the captain of a man of war, unless under special instructions from the Secretary of State; and it would then be a matter of previous arrangement with the Admiralty. The Admiralty would send orders, I apprehend, in that case, to the commander of a ship of war to this effect: "You will obey such orders, in this particular instance as may be given by Her Majesty's minister."

585. In the event of an embarkation taking place by common consent, is it always necessary that the person embarking should pay according to a fixed scale?—I conceive that to be a matter of private arrangement.

586. Do you know with regard to the use of ships of war by ministers, what the course of payment is in any case, except where it is made at the public charge?—No; neither can I say that there is any payment.

587. With reference to the payments made to messengers, the mileage in olden days was in addition, of course, to the posting bills?—Yes; the mileage was profit, and it was called a mileage profit.

588. To give them again a certain rate of mileage, would not do away with the necessity for an account?—Certainly not; it would necessitate, in fact, an additional account; they have now to make out an account of their expenses, and in addition there would have to be calculated how many miles a man had travelled at so much a mile.

589. Then what is the advantage of making a payment for mileage instead of a fixed payment?—The advantage is this; that a messenger who does the most work, and who is the most steady and diligent in the performance of his

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work, gets more profit than the man who does not do so much work. At present a messenger who stays at home, say from sickness, or having applied for leave of absence, receives exactly the same emoluments in the course of a year, as the messenger who is abroad for perhaps 200 or 250 days in a year; the mileage profits of a messenger were, of course, in proportion to the work he did; but now with a fixed salary it makes no difference whether a man does much or does little work.

590. Supposing that it depended upon the messengers to choose whether they went or not, I should think that quite just; but when it depends upon whether they are sent or not, may not such a system as that press unjustly upon individuals?—I think myself that the messengers would be very glad to return to the mileage profit, if they were allowed to fix the rate, that is, if they were allowed to revert to the old rates. I am disposed to think that the present system is entirely to the advantage of the messengers, but they do not think so. The disadvantage to the public of the present system is, that there is no longer any inducement to messengers to be constant in their attendance for duty.

591. The *Judge Advocate.*] Are the messengers who go abroad, and the messengers employed in this country of the same class?—No; the messengers employed at home are generally a class of persons who have been gentlemen's servants.

592. And, therefore, very inferior in social position?—Yes; I do not know what the case is now; but in former times the Home service messengers used to wait at table.

593. Mr. *Hankey.*] Is the commission which is paid to the clerks in the Foreign Office by way of agency, entirely a voluntary arrangement, as between the diplomatic body and the clerks?—Quite so.

594. May any diplomatic servant change his agent at the Foreign Office whenever he pleases?—Yes.

595. Is the rate of commission paid to a clerk regulated by the Secretary of State, or may the clerk charge what he pleases?—As far as the ministers are concerned, the rate was fixed by a settlement in 1816; this is the regulation:—"1st. Each agent to be appointed by the minister at his own choice in the office; 2d. No agent to be allowed to make any advances of money upon salary or allowances to such foreign minister, or to act as a banker; 3d. Each foreign minister to report to the Secretary of State what banker he employs, and the agent to pay to such banker the balance of his salary, and other allowances as soon as received; 4th. The foreign minister to draw no bills whatever upon his account; 5th. Extra allowances, according to practice, or for special service, to be issued to the minister, or his assigns, and immediately made over by the agent to the banker; 6th. The agent not to be allowed to deduct more than one per cent. upon the salaries, and outfit of the ambassadors and envoys." (signed) *Castlereagh.*

596. Are those rules still in force?—Yes, they are.

597. Are those rules strictly adhered to with respect to the clerks not acting as a banker, or making any advances?—I have no means of saying that they are not, and I presume that they are.

598. Are the Foreign Office clerks required to give any account to the head of the department, or to the Secretary of State, of the accounts so received by them?—No.

599. Do you consider that the arrangement is a beneficial one to the clerks of the Foreign Office?—Of course it is a beneficial arrangement for the clerks of the office, and it is beneficial to the general service of the office.

600. Mr. *Layard.*] Are those who are employed abroad satisfied with the arrangement?—I have no reason to doubt it; and I believe, so far as I am aware, that it would be the greatest hardship upon the diplomatic body to put a stop to the existence of the Foreign Office agencies. I will not say that a minister, in reckoning up the deductions from his salary, may not have reckoned the deduction for agency; but I do not believe that it has been a subject of complaint, except under a wrong impression, that the deduction was made on the public account. I believe all persons understand that it is a perfectly voluntary arrangement; it is stated in one of the papers which I have before me, that the Duke of Wellington, when he was Ambassador at Paris, refused to have one, and in

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in that case, the Under Secretary of State took upon himself to execute those offices for the Duke, and it was very good-natured in him to do so.

601. But the practice does not operate to the prejudice of anyone employed in diplomacy abroad if he does not employ a Foreign Office clerk as his agent?—Not to his official prejudice, or to his advancement in the profession. If he does not employ a Foreign Office clerk as agent, he might suffer personal inconvenience, but he would certainly not be prejudiced in his profession.

602. There would be no ill feeling entertained towards him in the office?—Certainly nothing of the kind which would at all injure him in the office; the office would look upon him just as well as if he had employed a Foreign Office clerk as agent.

603. Would his letters be taken in?—Yes, but they would not be taken care of; we should not consider it part of the official duty of any clerk in the office to take care of the private letters of an individual.

604. *Chairman.*] Can you state to the Committee, authoritatively upon your own experience that the arrangements with regard to these agencies are entirely voluntary on the part of the persons in the diplomatic service?—Certainly, they are entirely voluntary. In the case of a special mission, where all the expenses are defrayed by the public, the chief clerk is *virtute officii* the agent, but then he would receive no emolument for it.

605. Does he not get a commission of 1 *l.* per cent.?—No.

606. The arrangement being purely voluntary, you hardly consider that it comes within the cognisance of the public service?—The details, I think, certainly, do not. I do not think that the public should require an agent to say what he receives a year on account of agencies; at the same time, I do not believe that any agent would have the least objection to state what he receives, for if I have ever asked an agent, and I believe I did with reference to the Consular Committee, "What do your agencies bring you in a year?" I have never found the least reluctance on the part of such agent to tell me, and I believe that anyone of the agents brought here would tell you, as far as he could, what he netted per annum.

607. Do you think that the effect of these agencies has been in any way to derogate from the dignity of the public service?—Not in the least.

608. Can you state to the Committee, from your experience, whether the time occupied in these agencies has been in any degree subtracted from the time that ought to have been given by these persons to the public service?—Certainly not; a clerk, whether he be agent or not agent, does for the public whatever the wants of the public service in the course of a day require. If a man is by accident idle in the office, which not very often happens, there is no harm in his employing himself about something else, but it does not in the least interfere with the execution of his public duties; we do not in the office tie ourselves down, to require from a clerk only a certain amount of work in the day, or a certain number of hours' attendance; but he is always liable to be called upon to attend at whatever time we may require him to attend. But with reference to this matter, I will read the following passage from a letter from the Secretary of State in 1795, which was embodied in an Order in Council, dated the 27th of February 1795: "There does not appear to us to be any substantial objection to the permitting of clerks in our respective departments to act as agents to foreign ministers or consuls, when their attention to that business may not be found to interfere with their official avocations; the duties of these agencies consists merely in the receipt of the salaries and contingencies allowed to such ministers and consuls, and in applying the same to their use."

609. Have you ever heard any complaints as to any indirect influence which these agents in the Foreign Office exercise in favour of persons who might be considered as their clients?—No; I never heard any complaints of that kind.

610. You do not believe that there has ever been any ground for a suspicion of that kind?—Not that I am aware of.

611. Therefore neither the public service, nor the public, nor the office itself, being at all affected by these agencies, you do not consider that any advantage would be derived by preventing the clerks in the Foreign Office from holding them?—I think that not only would no advantage be derived by doing away

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with them, but I think that very great inconvenience would result to the service abroad, and very great disadvantage to the office at home.

612. Has the system of foreign agencies any collateral advantage in keeping up the *esprit de corps* and friendly personal relations between the diplomatic service and the Foreign Office?—Unquestionably it has the greatest possible advantage in that respect.

613. Do you think that that of itself is likely to produce good feeling, and to promote the public service?—I cannot speak too strongly upon that point.

614. Mr. *Layard.*] Can all the clerks in the Foreign Office become agents?—They all may if they choose.

615. And not the heads of the department only?—No, all of them indifferently.

616. *Chairman.*] Was not this subject very fully gone into before the Committee on the Consular Service?—It was gone into very fully before that Committee. Mr. Alston was examined then, and the Committee also put questions, I see, to four consuls, and those consuls, I think, gave very strong and unanimous opinions with regard to the convenience resulting to parties abroad from the system of agencies: Mr. Ward, Mr. Featherstonhaugh, and two others, whose names I do not now remember.

617. Are you aware whether there is anything in the Report of that Committee showing that the general opinion of the Committee was condemnatory of that system?—I do not recollect that there was anything of that sort.

618. Do you know whether any charge is made by these agents on the unpaid attachés?—None whatever.

619. Mr. *Layard.*] They perform the same work for those who are unpaid as they do for those who are paid?—I believe so.

620. Mr. *Hope.*] These agents do not in any way act as bankers, and they do not advance the salaries?—It would be contrary to the regulation, and if it came to my knowledge I should immediately put a stop to it.

621. *Chairman.*] Do you happen to know what regulation is made between the French Foreign Office and our diplomatic servants?—The salaries of French diplomatic servants are issued through a banker, who takes a commission of two per cent. upon the amount which he receives for the several parties, one per per cent. for himself, and one per cent. for his correspondent in the country, to which the money is remitted; but the banker does nothing for the parties besides.

622. Mr. *Hope.*] Do you not consider that if the country employs people who necessarily by their profession live abroad, it would be fair to pay them salaries abroad, without charging them anything?—I believe that the Treasury would not agree to an arrangement such as there is in other foreign services, and I think that it might be attended with inconvenience, as far as I am aware of the system of keeping accounts in this country.

623. Why?—Because it would lead to the necessity of Government having, as they have in some foreign services, bankers abroad. In foreign services I believe they frequently have at the different capitals a banker. In the Russian service, as regards the country, the Bank of England is the banker, and the money for the payment of their diplomatic and other services is obtained from the Bank of England; but I doubt very much whether an arrangement of that kind, having a banker in every capital, would suit the system which prevails at the Treasury. I believe that the way in which our salaries are paid is the best according to our system. The French diplomatists are besides subject to very considerable deductions from their salaries; upon a salary which exceeds 20,000 francs, they are charged five per cent. upon the first 20,000, four per cent. upon the second, three per cent. upon the third, two per cent. on the fourth, and one per cent. on the remainder.

624. *Chairman.*] Will you have the goodness to give the Committee some information about the diplomatic pensions?—I will take the history of these pensions from the year 1782; it seems that in 1782 there was no classification at all of the pensions, and no positive regulation as to their amount, so far as I am able to judge. The maximum appears to have been nominally 2,300 *l.* a year; but at that time, and up to the year 1831, all diplomatic pensions were subject to certain deductions, so that the net amount of a pension nominally 2,300 *l.* a year, was only 2,056 *l.*, and so on in proportion. From the terms of the Act of 22d Geo. 3, it would seem that there was no fixed regulation at that time, but that

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that at the expiration of their services, the Sovereign's pleasure was received for giving diplomatic servants such portions of their former salaries as the Sovereign thought expedient. But in 1810 it was laid down in the 50th Geo. 3, c. 117, "that no pension or allowance shall be granted to any person for or on account of having served the Crown in foreign courts within less than 10 years from the date of his first appointment in such service."

625. Do you understand "appointment" in that case to mean from the time he became Secretary?—No; at that time it was not a profession, but going on, I see the words are "during which time he shall have served not less than three years."

626. Do you think that would apply to any attaché?—I do not imagine that at that time there were attachés as we call them now. The Act goes on: "And no such allowance shall exceed 2,000 *l.* per annum, and every such allowance shall abate if such person shall be appointed to any civil office, or employment under the Crown, of equal or greater amount, and shall also be subject to a proportionate abatement if the value of any such office or employment should be less than the amount of such allowance as aforesaid." And then, "Provided always, and be it further enacted, that before any such pension or allowance shall be granted, the person in whose favour the same shall be granted shall not be less than 35 years of age." In 1828 another change was thought desirable, and the Select Committee on Public Income and Expenditure reported and recommended that there should be a classification of pensions, but upon a higher scale than that which now exists, the classification being 2,000*l.*, 1,800*l.*, and 1,500 *l.*; but with regard to those pensions also there was a deduction on account of fees and duties, which brought the net sum down considerably lower. The Report of that Committee was acted upon, although it was not made law till 1832, when, by the 2d & 3d of William 4th, cap. 116, sections 4, 5 and 6, the regulations which now prevail were established; those regulations contemplated that the pensions should be issued net, according to the warrant, without any deduction. The amount then fixed was 1,700 *l.* for the first class, 1,300 *l.* for the second class, 900 *l.* for the third class, and 700 *l.* for the fourth class; but no person was to be entitled to a pension before the expiration of 15 years from the date of his first commission, or unless he had served after that date actually ten years; a first-class pension could only be earned by a man having resided three years as Ambassador at some foreign court, and the second-class pension by a person who had actually resided five years as envoy extraordinary and minister plenipotentiary at some foreign court, and a third-class pension by a person who had actually resided five years as minister at some foreign court; and it was further provided, that pensions in the remaining class should not exceed 700 *l.* per annum under the same conditions as to time of residence. Those are the regulations now in force with regard to diplomatic pensions; and if it should so happen that the system which now prevails should be changed, and the attachés should be made second and third secretaries, so as to enable them to count their time for a pension, it will be necessary, I think, in justice to the public, to alter that classification, or to revert to the non-classification which obtained before the year 1828, because it would be absurd to suppose that a secretary of legation who might have been in the receipt of full pay of 400 *l.* a year, or 500 *l.* or 600 *l.*, should be retired on a pension of 700 *l.* a year after 15 years' service; and yet, as I read the Act of Parliament, we cannot give a man a less pension than 700 *l.* a year, at least, I am not aware that we have ever done so; therefore we should be obliged to establish a graduated scale. I see that in former times, before the Act of 1810, there were various rates of pensions: 2,300 *l.*, 2,000 *l.*, 1,700 *l.*, 1,450 *l.*, 1,200 *l.*, 1,000 *l.*, 900 *l.*, 800 *l.*, 700 *l.*, 600 *l.*, 500 *l.*, 400 *l.*, and 250 *l.*, which were the gross amounts of the pensions, the net amounts being considerably less. I think, if we were to open a door for granting pensions at an earlier period than they are granted now, we ought to adopt a scale something different from what it is at present; and I should be disposed to calculate the scale of pensions for a secretary of legation, or for a second or third secretary, upon the principle now applied to superannuation allowances, which are calculated at so many sixtieths, according to the length of service, and the salary that a man may have enjoyed at the time of his retirement.

627. In that case, would you propose that the commission should date only from the secretaryship, or from the paid attachéship?—I should propose that

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the designation of paid attachés should be dropped, and instead of that, that they should be called second or third secretaries, under a commission from the Crown, which, as the Act of Parliament now stands, would enable a man to count his time, so long as he held that commission, for his pension; all these attachéships are theoretically commissioned offices, but they are not so practically.

628. I see that in the estimate you have given in to the Committee, there is a surplus in the Diplomatic Fund over and above what you have paid for pensions in the last year; can you state whether you frequently have a surplus?—We cannot exceed the 180,000 *l.* allotted for the Diplomatic Service, and it would be very unsafe to run ourselves too close, for it might be found that our Ambassador at St. Petersburg or at Vienna, who are now put on, as it were, experimental salaries, or ministers at other courts, were not able to live upon their salaries; and there might be cases in which a minister might desire to retire, and we might not be able to give him a pension if there was not a margin. The Civil List Acts of 1816 and 1820 estimated the amount chargeable on the Civil List for diplomatic pensions at 52,000 *l.*, but in 1827 that sum had risen to 57,000 *l.*; the Committee of 1828 recommended 40,000 *l.* as the proper sum for diplomatic pensions, and they calculated that the active diplomatic expenditure would be 140,000 *l.* The Act of 1832 provided, that until the whole diplomatic expenditure was brought down to 180,000 *l.* a year, no greater amount than 2,000 *l.* should be granted for pensions in one year. These calculations were based on 140,000 *l.* for active service, and 40,000 *l.* for retiring allowances. The Committee, may like to know that at present the entire active service costs 145,875 *l.*, and the pension list 22,500 *l.* but of those pensions there is a certain amount which is dormant—I think, about 2,600 *l.* The sum now actually issued in pensions is 19,900 *l.* Although the sum charged for the active diplomatic service exceeds by nearly 6,000 *l.*, the sum estimated for the active service in 1832, we have since 1832 saddled the diplomatic grant with an amount of nearly 9,000 *l.* for active salaries, in excess of what was chargeable upon it for them in 1832. The diplomatic charge for the fourth-class diplomatic establishments, chargé d'affaires, in South America, is now 11,125 *l.*, and in 1832 it was 2,555 *l.*; therefore we have not been very improvident administrators of the fund, which was assigned to us in 1832.

629. Have you ever exceeded that fund, and been obliged to take credit for the excess?—Not since that Act was passed, that I am aware of; we have always kept within the margin. In the Act of 1832, the sum provided, at that time, for the diplomatic service for salaries and pensions, was 203,000 *l.*, which was to be reduced to 180,000 *l.*; so far as that goes, we may have exceeded, in the early part of the period, the stipulated sum of 180,000 *l.*; but since we brought it down to 180,000 *l.* I think, I may say positively, that we have always taken care to keep within the margin.

630. Upon what principle do you think that the diplomatic pensions should be paid out of a separate fund, rather than be paid like other superannuation allowances?—The diplomatic pensions and allowances were formerly charged as part of the state of the Crown on the Civil List, and it was only upon the re-settlement of the Civil List in 1831 or 1832, that they were put upon the Consolidated Fund. The question was mooted in one of the Committees, the Official Salaries Committee, and they reported in these terms: "The Diplomatic Pension List has engaged the attention of the Committee, and they have been led to remark, how large a proportion the aggregate amount of pensions bears to the sum paid for actual service. There are circumstances connected with the diplomatic service which render it difficult to enforce all the regulations applicable to other pensions; but looking to the main object for which all pensions are regulated;" then they proceed to make a recommendation.

631-2. I believe that recommendation has not been acted upon?—What they recommended was this, "That strict regard being had to existing interests, regulations be made for the granting of future pensions in respect of the age and circumstances of the parties claiming them, so far as is practicable in accordance with the 6th and 11th sections of the Act 4th & 5th of William the 4th, chapter 24, which regulates civil pensions." The first of those provisions has reference to a declaration of inadequacy of private fortune, and the other, I presume, alluded to that part of the 11th section of the Act which requires

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requires a certificate that a man has discharged the duties of his situation with fidelity, and to the satisfaction of the heads of the department; at least, I presume that is so; I do not suppose that they alluded to the provision with respect to age.

633. But do you see any advantage in the present exceptional system?—I think that there might be difficulties perhaps in altering the present system.

634. Where would be the difficulty in assimilating the diplomatic pensions to other pensions?—There might be difficulties similar to those which have led to the adoption of the principle upon which the pensions of certain public officers are regulated; the station of an ambassador or minister, for instance, being one of considerable position, might be held to entitle a man to special consideration in fixing his retiring allowance; the allowance which could be fixed under the General Superannuation Act, and in proportion to salary, and length of service, might not be an adequate provision to enable a retiring ambassador or minister to maintain his position in life. Diplomatic pensions, I think, may fairly be regulated in the same manner as the pensions which are allowed to certain cabinet ministers in high office are, and to the Under Secretaries of State; the latter are allowed by Act of Parliament, for only ten years in the public service, to receive a pension of 1,000 *l.* a year.

635. Are the Committee to understand that you think there are peculiar circumstances in the diplomatic service which require consideration and discretion in the administration of the pensions which would hardly be compatible with the usual regulations and customs of the Treasury?—I think so; and I may say further, with respect to the mode of granting diplomatic pensions, that the Treasury, as long as we keep within the fund, have no voice. A Secretary of State desiring, for reasons best known to himself, to put a diplomatic servant on the pension list, would write a letter to the Lords of the Treasury, stating that the Queen had been pleased to signify her pleasure that such and such an amount of pension should be granted to such and such a person, who had served such and such a period, so as to bring him within the terms of the Act; that is the form in which the diplomatic pensions are granted; a warrant, I believe, is passed by the Sovereign for diplomatic pensions, but not, I think, with respect to ordinary superannuation allowances.

636. You stated in your evidence before the Committee on Consular Service, "But unquestionably every period of public service, in whatever office a man has been employed, whether in the colonies, at home, or in the consular service, is, I think, entitled to count for his superannuation as part of the whole number of years he has been employed;" can you state whether, in the distribution of diplomatic pensions, that principle is carried out?—With respect to the diplomatic pensions, it cannot be carried out; I believe a man who has served so many years in diplomacy, and then goes into the consular service, or the civil service, might count for superannuation the aggregate of his services, but he could not, under the Act of Parliament, going from the Foreign Office, or from the consular service, into the diplomatic service, obtain a pension on the Diplomatic Fund, by reason of his previous service, either in a civil Government office, or in the consular service; and I may be allowed, perhaps, to say, with respect to diplomatic pensions, that the civil service pension is only granted for continuous service, whereas the diplomatic pension may be for intermitent service.

637. You were asked before the Committee on the Consular Service, whether, in the case of Mr. Christie, who was transferred from the diplomatic service to the consular service, how his superannuation allowance would be calculated, and your answer was, "I consider that Mr. Christie, if he has served his time in the two services, would of course be superannuated as a diplomatic servant; that is to say, if 15 years had elapsed from the date of his first commission, during 10 of which he had been actively employed, and in the course of that time had served five years as minister, he would get a higher rate of pension than as consul"; do you know whether that has been the case?—Mr. Christie is still in active service, and the question has not arisen; and I can hardly say how that question would be looked at when it came to be determined. It might be that he would be better off, by getting a consular pension rather than a diplomatic pension; but it is a question upon which I do not think I can give you a positive opinion, as it would have to be ruled according to the discretion

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of the Treasury, and very likely upon reference to the law officers of the Crown as to the meaning and interpretation of the respective Acts of Parliament.

638. Suppose that a person has a commission as a diplomatic servant, and that afterwards he leaves the diplomatic service, and goes into the colonial service, or the consular service, or any other service, for a certain period, and then returns to the diplomatic service, would his diplomatic pension be calculated as if he had remained the whole time in the diplomatic service?—No; the consular service would count for nothing in estimating the diplomatic pension.

639. Why not? Would it not be in the discretion of the minister to allow the time to be counted if he chose?—He would be tied down by the Act in both cases; the granting of pensions is very strictly tied down, and however hard it might seem to be, I do not think he could alter it. In the case of one of our consuls general and chargé d'affaires in South America, whose early period of life had been passed in the diplomatic service, I think in fixing his superannuation allowance, it must have been fixed taking into account all his services. As an illustration of what I was saying, I may quote the instance of an Under Secretary of State who had received for his previous services in the diplomatic line a third class pension; he had not served the necessary time as an envoy to entitle him to a second class pension; but he afterwards served in the Foreign Office as Under Secretary for 12 years. It would have been very hard upon a man who had served in an office where the labour and responsibility were much more severe than in the employment for which he received a pension, that he should have retired without any addition being made to his pension; and it was propounded whether he could not count the Foreign Office service as being a cognate service, as service in the diplomatic profession, and so obtain a second class diplomatic pension, but the Treasury ruled that it could not be legally done. The Treasury, however, said, "Although we cannot grant him an increased diplomatic pension, we can grant him under the Superannuation Act a pension calculated according to the provisions of the Act of Parliament upon the time that he has served in the Civil Service of the Crown in England," and they accordingly did so; he had been 12 years in the service. I forget the amount that was given in addition, but it was commensurate with, and indeed I think more, than what was wanted to make up his pension to a second class pension.

640. In case of a closer connexion taking place between the Foreign Office and the Diplomatic Service in the way of any reciprocal performance of duties, would it not be necessary to make some new arrangement with regard to the pensions that would follow that combination?—I think so; and that is one of the difficulties through which I cannot at present see my way, for you might have a man come in as second secretary, and he might serve a certain number of years in the office, and then go back to diplomacy, and, in reckoning his pension, all that time in the office would be lost.

641. Is there such an essential difference between the two kinds of work as that it would prevent matters being settled on some reasonable basis?—It could only be done, I think, by altering both Acts of Parliament.

642. In the case of the clerks in the Foreign Office who have been occasionally employed abroad, has their service been counted?—They never cease to be clerks in the Foreign Office; they are sent abroad upon the duty of the Foreign Office.

643. Could not that principle be more generally extended?—Of course it might be, but it must be extended by the authority of an Act of Parliament. The point which has been mooted in the Committee, I understand, is as to a clerk leaving the Foreign Office, and going into the Diplomatic Service; the two services are distinct both with regard to the pay and the pension.

644. Mr. *Hankey.*] At what period are the Committee to understand that you think the first appointments ought to be so made as to constitute the basis for future pensions?—I think that the attaché who is now named second paid attaché, should have a commission as third secretary, which would enable him to date his pension from the time of his appointment as second paid attaché.

645. Sir *Minto Farquhar.*] You would not at all, I suppose, entertain the idea of giving a commission to an unpaid attaché?—No.

646. But still you consider he would run his career in the diplomatic profession?—

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fession ?—Yes, from the date of appointment as unpaid attaché he enters into the diplomatic profession.

647. Do you think that because he is not paid he ought not to reckon his time from the date of his appointment for a pension ?—I think that there should be a certain limitation; but it must rest with the pleasure of Parliament. I do not think it necessary to allow services for pension to date from appointment as unpaid attaché.

648. You think that that is an affair for Parliament to deal with ?—Yes; and perhaps there is this additional reason for the restriction, that a man can earn in the diplomatic service a very fair amount of pension after a very limited period of actual service under a commission; 10 years' actual service under a commission, and five years out of active service, entitles him to 700 *l.* a year.

649. *Chairman.*] Do you mean that the present scale of payment for diplomatic services is of such a liberal kind, that even although a man is supposed to have served for several years without any payment or right to future allowance, yet nevertheless in the end he is no worse off than any other public servant ?—I think that the pensions in the diplomatic service are calculated on a very liberal scale.

650. Mr. *Hankey.*] Do you say that a diplomatic servant, after having been five years unpaid, and 10 years paid, is entitled to a pension ?—Yes; it must be from the date of his first commission; it must be 15 years from the date of his first commission.

651. And then is every man entitled to 700 *l.* a year ?—I consider that it is the only pension that can be given to him.

652. Although he may only have received 500 *l.* a year as his salary ?—Yes; I doubt whether we can give him less; but I will inquire whether less has been given since 1832.

653. *Chairman.*] Have not cases occurred in which a man has received a pension of 700 *l.* a year, whose salary has never exceeded 500 *l.* a year ?—Not exactly so; there are at present three ex-secretaries of legation receiving that rate of pension, the salaries of whose offices were at the rate of 500 *l.* a year; but then these parties had, according to rule, an additional allowance of 250 *l.* for 10 years' service, which made their aggregate emoluments up to 750 *l.* a year.

654. Sir *Minto Farquhar.*] Supposing that you allowed an unpaid attaché to count his time from the date that he was appointed, could you not have a graduated scale of pensions, so as to enable him to come in ?—We should, of course, be obliged to have a graduated scale of pensions.

655. Do you not think it would be fair to put an unpaid attaché in that position ?—I think, considering the short time in which he may earn a very fair pension, that it is not necessary.

656. Lord *Claud Hamilton.*] At what time has a gentleman a right to consider that he belongs to the diplomatic profession, and therefore begins to have a beneficial interest in its pensions and promotions ?—A person has a right to consider himself as belonging to the diplomatic service from the day of his appointment as paid attaché; but he has no beneficial interest in the service with reference to a pension, until he obtains a commission from the Crown as secretary of legation.

657. Mr. *Hope.*] You have referred to some Acts of Parliament; will you be good enough to state which they are ?—The 22d of Geo. 3, c. 82; the 50th of Geo. 3, c. 117, and the 2d & 3d of Will. 4, c. 116.

658. The Act which now governs you is the 2d & 3d of Will. 4, c. 116, passed the 16th of August 1832 ?—Yes.

659. Turning to that Act, I see that the provisions of it are, "That no person shall receive a pension until 15 years from his first commission;" is there anything in that Act to prevent Her Majesty from issuing commissions to any diplomatic servant, if she pleases ?—Not in the least, as I read it; in fact, Lord Lyons, who was attaché to the mission at Florence, but resident at Rome, had a commission under the sign manual, and Mr. Odo Russell has that now.

660. Then, I apprehend that a change might be made without any alteration in the Act of Parliament as to the running of service for pensions, if Her Majesty chose to issue commissions, either to attachés or to others; it might be done by her own authority ?—Yes; I conceive, it might be done by issuing a commission.

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661. The question of the title given to the office, I apprehend to be an immaterial one, and that what is required is, that the individual should hold a commission under Her Majesty's sign manual?—Yes; there is no specification of title in the Act.

662. Is there, as far as you know, any bar to Her Majesty issuing a commission to an attaché?—None in the world.

663. Therefore, if she chose, without applying to Parliament, to issue commissions to attachés, that would get over the difficulty which now exists as to the commencement of the time during which their service is to count for pensions?—Yes, certainly, and that was done particularly in the case of the two attachés at Rome; from the position which they hold, it was thought that they were entitled to have the same advantage in regard to future pensions as secretaries of legation.

664. And that would apply wholly irrespectively of their being paid or unpaid, if they held Her Majesty's commission?—I should think so; but I should like to have a higher authority than my own before I speak positively upon that point.

665. Upon the general question of power to issue a commission to an attaché, you entertain no doubt?—None.

666. *Chairman.*] Does the commission which Mr. Odo Russell holds at Rome give him any contingent rights to a pension?—Yes, certainly; his time will run from the date of that commission.

667. Mr. *Hope.*] He satisfies the requisitions of the Act of Parliament, which are, that the time should run from the date of his first commission?—Yes.

668. You stated that there was also a difficulty with respect to varying the amount of pension to be granted under the Act of Parliament; are not the whole of the pensions regulated merely by its being said that they are not to exceed a certain sum?—Perhaps technically they are, but practically they are always issued at those rates.

669. The terms of section the sixth, in the 2d & 3d of William the 4th, chap. 116, I see are these: "That no new diplomatic pension which may hereafter be granted under the authority of this Act shall exceed 1,700 *l.* per annum," and the same phraseology runs through the whole?—Yes; but practically I am not aware that any pension has been granted since the passing of that Act, at a lower rate than 700 *l.* a year; although perhaps by the terms of the Act you might give a lower pension, yet it has never been acted upon in that sense, that I know of.

670. I understand your view to be, that it would be a fair thing to issue commissions to diplomatic servants much earlier in their career than they are now issued?—Certainly.

671. *Chairman.*] Have you any other remark to make in addition to what you have already said upon the use of the English language in the Diplomatic Service?—Yes; since I was here the first day, I have made inquiries in the office, with the view of ascertaining the origin of that practice. We unfortunately cannot find the paper itself, but we have found a memorandum which was drawn up in 1833 on the subject, and that memorandum says, to state it shortly, "That in February 1800, while Lord Grenville was Secretary of State for Foreign Affairs, the practice commenced of addressing the Foreign Ministers in London in the English, instead of the French language." It is doubtful whether that practice was then extended to communications from British Ministers abroad to the Ministers of foreign courts. Lord Castlereagh, when with the army in 1812, wrote in English to foreign Sovereigns and Ministers. In 1823 Mr. Canning directed the British Minister at Lisbon to use the English language, and he gave the same direction in 1826 to the British Minister at Berlin, though he allowed the English notes to be accompanied by a translation. The question was again revived in Prussia and Austria in 1831 and 1834, and ruled the same way, and it was again ruled so by Lord Aberdeen in 1844; and lastly, in 1851, it was further ruled that translations should not be sent with notes in English, as in that case foreign Governments would deal with the translation as the original documents. And, therefore, in amendment of what I said the other day, I should say now, that, as an exception, and only under very peculiar circumstances, would a British Minister be authorised to accompany an official note by a translation in the language of the country in which he resided.

672. Notwithstanding what you have stated, do you not consider, that in the present condition of official communications on the continent, a correct knowledge

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ledge and a fluent use of the French language, are indispensable for an efficient minister?—Certainly, because all conversation goes on in French.

673. And therefore a perfect knowledge and use of that language on the part of the junior branches of the service cannot be too much insisted upon?—No, it cannot. Every attaché, in the course of his career, should make himself perfectly master of the French language, and not only of the French language, but also of the German language; in fact, I should say generally, that the more languages a diplomatic servant is acquainted with, the better public servant he is likely to be; still he may be an excellent public servant without the knowledge of any language except his own, though, of course, not so useful.

674. Mr. *Hope*.] Verbal communications, I apprehend, take place not on the part of subordinates, but between the heads of missions and foreign governments?—Yes.

675. Do you think that there is not time for young men who go abroad as attachés, in which posts they may remain for many years, to acquire a knowledge of the language spoken in the places to which they are appointed?—They are obliged to acquire a certain knowledge of foreign languages before they are appointed attachés, with reference to the civil service examination.

676. Would it not be sufficient if you had a man appointed to those situations who had received an excellent home education, leaving the more complete acquirement of the languages to be postponed until they joined their missions abroad?—The more complete acquirement of languages is looked for as the result of residence abroad; but the attachés must have a certain knowledge of French, at least, before they proceed abroad on service.

677. *Chairman*.] Do you wish to state anything further with respect to the constitution of the Foreign Office?—Yes; as a good deal has turned upon that, I thought the Committee might like to know under what circumstances the present arrangements in the Foreign Office were made, and also to have an account before them of the manner in which the business of the Foreign Office is now conducted. I will, therefore, read to them a short passage from a letter addressed by Lord Palmerston to the Lords of the Treasury, dated 9 August 1841, which is the basis of the present organization of the upper class of the Foreign Office, and I will read it, as more particularly bearing upon the question of interchanges between attachés and clerks. Lord Palmerston says. "The general business of the Foreign Department is divided into two portions; one of which is allotted to each of the two Under Secretaries of State, and it is found necessary for the proper despatch of the public business that each Under Secretary of State should have two intelligent and responsible assistants to transact, under his immediate direction, the details of that part of the business which is allotted to him. Those assistants ought to be senior clerks. A knowledge of past transactions and the general principles requisite to make such assistants useful, is more likely to be found in the clerks of the senior class than among those of the lower classes; and the labour and responsibility belonging to the duties of those assistants ought to be rewarded by the highest scale of salary in the office." Since that letter was written we have acted still further upon the principle laid down in it, and made an intermediate class between the senior clerk and the first class junior, the clerks in which are the special assistants of the senior clerks. I will hand in a statement of the system on which the business of the Foreign Office is conducted.

678. Will that memorandum, in any part of it, bear especially upon the question of interchanges between the diplomatic service and the Foreign Office?—It bears upon it so far as showing the respective duties of the senior clerks and the assistant clerks, and of course, in the absence of one or the other, of the person who may be acting as assistant clerk for the time being, which is always four months in the year.

679. Do you regard that as confirmatory of what you have said in the former part of your evidence as to interchanges between the two services?—Entirely so. I said that I did not think that any interchange was desirable involving any other rank higher than that of second class junior clerks, for the reasons stated in Lord Palmerston's letter.

(*The following Statement was handed in.*)

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"THE staff of the Foreign Office consists of a Secretary of State, two Under Secretaries of State, one of whom is a permanent officer, while the other is changeable with each successive Administration, an assistant Under-Secretary of State, who is also a permanent officer, and clerks in their several classes, and with their several attributes as now to be described. I. A chief clerk who, under the general control of one or other of the Under Secretaries of State, though mainly under that of the permanent one, looks to all matters connected with the general and financial affairs of the office, and, among other details, prepares the commissions of consuls, and controls the issue of passports, but he takes no part either in the political or commercial business of the office. II. Eight senior clerks, each managing a separate division of the office, one of whom superintends the correspondence with Her Majesty's Consuls, with the exception of those in China, Japan, and Siam: another superintends the slave trade correspondence, and the remaining six the political and commercial correspondence of their respective divisions.

"III. Eight assistant clerks, of whom one is attached to each of the divisions, and whose duty is more immediately to assist the senior clerk, and to act for him in his absence.

"IV. Twenty-five junior clerks, who are assigned in nearly equal proportions to each of the divisions.

"These forty-one clerks carry on the general correspondence, foreign as well as domestic, of the office; but there are also other departments in the office composed as follows, viz.:—

"Librarian, sub-librarian, and five clerks.

"Superintendent in the treaty department, assistant, and one clerk.

"Three clerks attached to the chief clerk's department.

"A translator and a financial clerk, in the consular division.

"The system pursued in each of the eight divisions, which it is the object of this memorandum more particularly to explain, is the same. Each division attends to the whole of the correspondence, except that relating to consular matters, and to the slave trade, which is carried on exclusively by the consular or slave trade divisions, connected with the countries allotted to it, whether that correspondence is carried on with British diplomatic agents employed abroad, or with the ministers of foreign powers accredited to the British Government, or with the different departments of the Government, or with individuals. The description, therefore, of the process in one division will do for all.

"To begin, then, with the receipt of letters in the office.

"Four clerks have apartments in the office, with fire and lights found them in addition to their salary; one of whom in turn attends to the receipt and despatch of telegrams out of office hours, opens the despatches which arrive between the time of the office being closed in the evening and eleven or twelve o'clock the following morning; notes on the dockets of the despatches the date of their receipt, and then sends them in locked boxes to the private residence of one or other of the Under Secretaries of State, who, after having read them, sends them on to the Secretary of State.

"The Secretary of State on reading the despatches gives such directions upon them as they appear to him to require, and returns them to the Under Secretary of State, from whom he received them, who, after making himself acquainted with the directions of the Secretary of State, sends the despatches to the senior clerk of the division under whose superintendence the correspondence of the country from which they come is placed.

"The despatches are then immediately registered in a diary divided into countries, which is kept in each division, and that being done, the directions given by the Secretary of State, are executed under the superintendence and responsibility of the senior clerk, who distributes the work as he sees fit among the junior clerks in the division. Copies are made of such of them as should be communicated to other ministers abroad, or to the different departments at home; drafts of answers are prepared, or of letters to parties whose applications for interference or information are reported on; notice is given to the senior clerks of the other divisions of despatches, of which they should have copies made in order to send abroad; for as a general rule the head of each division ought to know in the course of the day whether certain despatches have arrived, or have been sent off, which should be communicated to Her Majesty's ministers in the countries under their several superintendence.

"As regards despatches or letters which may arrive in the course of the day, either from abroad, or from foreign ministers, or from public departments, or from private individuals, a similar course is pursued, with the exception that domestic letters are generally brought unopened to one of the Under Secretaries of State, who sends them, after having opened and read them if he sees fit to do so, into the proper division, from whence they are returned, when docketed and registered, to the Under Secretary of State, to be forwarded by him to the Secretary of State, or otherwise disposed of.

"When the drafts of despatches or letters have been prepared, they are submitted by the senior clerk to the Under Secretary of State, who sees that they are properly written, and if they relate to matters of no great importance, approves them at once, and returns them to the senior clerk, or in the contrary case, forwards them to the Secretary of State for his approval; and when they are returned by the latter, they are sent back to the division to be written out for the signature either of the Secretary of State, or of the Under Secretary of State, as the case may be. When written out, they are given to the Under Secretary of State for his signature, or for that of the Secretary of State, and they then go back to the senior clerk, who is responsible for their being duly despatched by messenger, or by post, or otherwise.

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"In mere matters of detail, the senior clerk sometimes does not trouble the Under Secretary of State with a draft of a letter, but submits it at once to him for signature, being responsible to him for the terms of the answer being correct; but, as a general rule, no official letter, however trifling, should be sent out of the office without an exact copy being kept of it.

"When the despatch or letter is sent off, the draft or copy of it is docketed and registered in the same diary that the letter to which it is an answer is entered in; the letters received being entered on the left hand page, while those sent are entered on the right hand page. The paper is then put by into the press, according to its country, unless in the case of important despatches which are circulated to the Cabinet Ministers, as will hereafter be explained.

"The work is carried on very quickly, and no formal difficulties exist to occasion delay; very frequently despatches are received and answered, and disposed of in one and the same day, and in fact, in ordinary circumstances, despatches or letters received in the several divisions are disposed of, one way or the other, in two or three days after their arrival; they are either answered or communicated to other public departments, or to interested parties; of course there are exceptions to this rule in regard to matters which require consideration, and previous communication with the sovereign or the cabinet. It is not generally the practice to draw up memoranda or detailed observations on the despatches which come in, such a practice tending to occasion delay. The papers are retained in each division, unbound, for about 18 months or two years. They are then handed over to the librarian, who causes them to be arranged for binding; the despatches received, and those sent, being bound in separate volumes, while the departmental, and letters from individuals, with their answers, are bound up indiscriminately in other volumes. When the correspondence is bound, it remains in charge of the librarian, who has a fresh register made of the contents of the volumes, somewhat more detailed than the divisional diaries, and this register is again indexed according to persons and subjects. By these arrangements we can very quickly refer to the correspondence even of some years standing, and get at the papers which it is desired to consult in a very short space of time. When a detailed report on a matter which may have occurred some years back is required, the librarian prepares it. If the question has its origin within 15 years, the senior clerk of the division either draws up the memorandum himself, or desires one of his subordinates to do so, being still himself responsible for its correctness. There is a special department in the office, called the Treaty Department, in which the drafts of treaties, and every thing connected with them in all the stages of a negotiation carried on in this country, are prepared. The senior clerk of each division should, however, be kept acquainted with any treaty in negotiation with a country under his superintendence. There is a private printing establishment in the office, and also one for book-binding, so that every thing required for carrying on the business is concentrated under the same roof.

It has been stated that the work of the office is placed under the control of one or other of the Under Secretaries of State. It remains to be shown how each of them keeps himself acquainted with the correspondence specially under the superintendence of the other. Except on questions of a peculiar interest, or of a difficult character, one Under Secretary of State does not usually trouble himself with the domestic correspondence which belongs to the countries assigned to the other. But as regards the correspondence with Her Majesty's ministers abroad the matter is thus arranged. No allusion has hitherto been made, while tracing a paper from its entrance into the office to its consignment to the press of the division to which it belongs, to the manner in which despatches from and to Her Majesty's ministers abroad are communicated to the Queen, or to the Cabinet Ministers. But this is the process. When the Secretary of State has given his directions on the despatches which arrive from abroad, or has not seen occasion to give orders, the despatches, and in matters of importance the drafts of answers, when approved by the Secretary of State, are sent by the senior clerk of the division to the Prime Minister first, and then to the Queen (in case of important drafts for Her Majesty's approval previously to their being sent off); and they are afterwards circulated among the Cabinet Ministers. But the boxes, on their way to the Prime Minister, ought to pass, in the first instance, through the hands of the Under Secretary of State under whose direct superintendence the correspondence of the several countries is not placed, and he thus is enabled to make himself acquainted with matters of political interest recorded in that correspondence. As regards the discipline of the office, the nominal hours of attendance are, as in other offices, six. The office, however, does not close, nor are the clerks released from attendance, till the work required, whatever may be its amount, is completed, and consequently the clerks, or some of them, very often do not get away till seven or eight o'clock, or even later. As a general rule, no junior clerk leaves the office without permission of the senior of his division, while the latter does not himself go away without first ascertaining that the Under Secretary of State no longer requires his attendance. The clerks are allowed two months vacation in the course of the year, and they settle among themselves, and with the assent of the senior clerks in the respective divisions, and the sanction of one of the Under Secretaries of State, at what time they shall take their leaves. We are not, however, very particular as to occasional absences for a few days; we tax the clerks at times very severely, and therefore we are not very strict in other matters; but in no case can a clerk absent himself without permission previously obtained either from a senior clerk, or from one of the Under Secretaries of State. The great object is to keep up a feeling of good fellowship among the clerks themselves, and zeal for the proper conduct of the business. There is no

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mystery observed in the distribution of the business; implicit reliance is placed on the honour and discretion of every clerk; and no hesitation is shown by any of the clerks, however high their standing in the office may be, to assist in case of emergency in carrying on any part, however trifling, of the business of the office. This paper has only been designed to show generally the manner in which the every day work of the Foreign Office is performed; and therefore no detailed account is given of the manner in which the business of the chief clerks, or of the librarians, or treaty, or translator's department is carried on, and no detailed particulars of the matters coming within the special province of each of those departments."

680. Have you any closing remarks to make as to the present general efficiency of the diplomatic service?—I stated the other day that I considered the diplomatic service eminently efficient for all English purposes. I believe that our ministers are looked up to and respected abroad, and that they are treated with confidence and consideration by all persons. I believe, as far as the public service of this country is concerned, that our ministers are true and faithful expositors of the public national feeling of this country, and with respect to diplomatic duties, I consider that they are generally accurate and close observers of what passes. I believe them to be faithful reporters of what it is requisite for the Government to know. I believe that they rightly interpret the wishes of every successive Government, and of the public at large, by abstaining, as a general rule, from interference in matters connected with the internal affairs of the country where they reside, which have not a political bearing upon the general interests of Europe. That is my opinion of our ministers. I believe, with regard to secretaries of legation, that, in their respective spheres, they do their duty, and all that is required of them, faithfully and efficiently; and I would appeal to the Reports which are periodically published of the observations they make in the countries in which they are resident, as showing a very high degree of ability on the part of many of them, and great diligence on the part of all. With respect to the paid attachés, I can only say that I have every reason to suppose that they are efficient co-adjutors to the ministers in all matters connected with the Chancery work, and the only thing that I should wish, judging from what I have heard, to see improved with regard to them, is that they should mix more generally in society, and bear in mind that one, and perhaps the most important duties in their present employment, and a very important one also with regard to their future employment, is to acquire the habit of observing what is going on about them, so as to keep their minister fully informed, to assist his inquiries, or to give him hints of what may be passing in the court, or in the circles of diplomacy. An attaché in that manner can be eminently useful, and he ought to be to the minister, as it were, a second pair of eyes, and a second pair of ears, and in some cases another mouth. With respect to the unpaid attachés, of whom I have had more opportunity of judging, I wish to say that I consider they are equally deserving of praise for the efficient manner in which they perform their duties in the Chancery. And with regard to their reports, which they are obliged to draw up for the Civil Service Commissioners on passing their examination as paid attachés, I consider that they are highly creditable to them; that they show a great deal of industry, and a great deal of ability, and I can only congratulate the Foreign Office on having imposed that test upon the unpaid attachés, as we are now really able to see what they are worth.

681. Are the Committee to understand, that whatever alterations may be thought advisable, you think they refer rather to matters of detail than to any change in the present organization or constitution of the system?—Certainly I do; I am perfectly satisfied of that, and I believe that every foreign minister who may come before this Committee, will only agree with what I am now stating: that the diplomatic service of this country, taken as a whole, is an honour to the country.

682. Thanking you in the name of this Committee, for a second time giving so much valuable information to a Committee of the House of Commons upon this subject, I will ask you whether you have any other remarks to make?—No further remarks at present; but if anything should occur to me I will take the liberty to mention it to you, and I hope that if you, or any other Honourable Member of the Committee wishes for any further information which it is in my power to give, you will not scruple to ask me to come here again.

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Lunæ, 29° die Aprilis, 1861.

MEMBERS PRESENT.

Mr. Baillie Cochrane.	Mr. Hope.
Mr. Grant Duff.	Mr. Layard.
Sir Mi to Farquhar.	Mr. Monckton Milnes.
Mr. Fitzgerald.	Lord Stanley.
Lord Claud Hamilton.	The Judge Advocate.
Mr. Hankey.	Lord Harry Vane.

MR. MONCKTON MILNES, IN THE CHAIR.

Lord *Wodehouse* (attending by permission of the House of Lords); Examined.

Lord *Wodehouse*.

29 April 1861.

683. *Chairman.*] I BELIEVE your Lordship is Under Secretary of State for Foreign Affairs?—I am.

684. I believe you have also held a high diplomatic appointment?—I was, for two years, Minister at St. Petersburg.

685. Have you held any other diplomatic appointment?—No; I held the office of Under Secretary in a former Government.

686. For how many years have you been connected with the Foreign Office?—I was nearly three years and a half Under Secretary, first, under Lord Aberdeen's Government, and afterwards under Lord Palmerston's; after that, I was for two years Minister at St. Petersburg, and I have now been in office since the accession of the present Government.

687. You have therefore had full means of informing yourself of the constitution and mode of procedure both in the Foreign Office and the Diplomatic Service?—Yes.

688. Have you observed, since your entrance into the Foreign Office, a tendency on the part of the Diplomatic Service to assume more of a regular professional character than it before possessed?—I can hardly say that I have since I have been in office observed any change; but I should say, from my general knowledge of the service, that there is such a tendency.

689. Can you state what you conceive to be the causes of that tendency?—I think that those causes are principally political; I think that on account of the frequent changes of Government in this country, there has been a tendency not to remove persons holding the highest diplomatic situations abroad; and those situations have consequently come to be considered more permanent; I should say that that was the principal reason.

690. Do you conclude that the members of the Diplomatic Service look upon it more as a career with its obligations and contingencies, than they used to do in former times?—I think they certainly do, and an additional reason beyond what I have just mentioned, for the more permanent character of the service, is that the service has become larger of late years, more persons enter into it, and therefore there is a larger field.

691. Has the service become so much larger as to present a disproportion between the number of persons in it, and the means of giving them employment and fair remuneration?—I do not think so; the time during which the junior members of the service remain in a junior position, is not, I think, inconveniently long as a general rule; of course there are exceptions.

692. Have you at all looked to the question, as to whether it is advisable, if the diplomatic service assumes more the character of a regular career, to continue the habit of requiring so much longer a period of unpaid service than occurs in any other civil profession?—I am averse, generally, to unpaid service; the length of time during which an attaché remains now unpaid varies, I think, omitting exceptional cases, from three to six years; I should be disposed to desire that the attachés should all be paid.

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Lord *Wodehouse.*

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693. You would not object, perhaps, to a certain period, say a year, which should be considered purely educational, during which a young man would have the means of determining whether he liked the service, and whether the service suited him?—I think that it would be a good arrangement, that there should be one year of unpaid service as a probation.

694. I believe that, at the present time, three months' service are required in the Foreign Office for every unpaid attaché?—Yes.

695. Do you think that it would be an advantage to prolong that period?—I do not think that any advantage would result from prolonging the period of three months upon the first entrance into the service; I think it is quite sufficient for learning the ordinary routine of the office; and a longer period would put many attachés to personal inconvenience, and not lead to any improvement in their knowledge of their duties.

696. Have you considered the question of a more close connection between the diplomatic service and the Foreign Office which prevails to so great a degree in other countries, and, if so, whether any advantage would accrue from assimilating the practice of this country in any degree to that of other countries?—I think that that is a question which is worthy of consideration; but I would recommend that any change in the present system should be introduced gradually, and should be carefully limited in the first instance. At the present time, I think that the Foreign Office, upon the whole, is a very efficient office, and I should be sorry to see any change made that would endanger that efficiency; of course, any change must be an experiment; but it appears to me, that it would be for the advantage of the diplomatic service, and of the Foreign Office, that interchanges should be allowed between the junior members of the two services; an attaché who came to this country and worked in the Foreign Office would acquire habits of greater order and regularity than he could acquire in a chancery abroad, where there is, generally speaking, not so much work to be performed. But the clerks in the Foreign Office would gain more still by going abroad. By acquiring a knowledge of foreign manners, and of the manner of conducting business in the chanceries abroad, they become much more able to appreciate events, and to understand the feelings of diplomatists, than if they had always been employed at home.

697. You think that by a limited interchange between the two services both of them probably would be gainers?—Yes; but I should not extend that interchange to the higher posts in the service; I should not recommend an interchange of the senior clerks, or the assistant clerks in the Foreign Office, the assistant clerks being those who take the place of the senior clerks when they are ill or absent upon leave.

698. Do you happen to know whether these interchanges in the higher departments take place in the Foreign Offices, say of France or of Russia?—I believe that they take place both in France and in Russia; for instance, M. Thouvenel held a place in the permanent service of the Foreign Office at Paris; he has since been Ambassador at Constantinople, and is now Minister for Foreign Affairs. M. Brenier formerly was director of one of the chief departments in the Ministry for Foreign Affairs, and he was afterwards sent as minister to Naples. He had previously been Consul General at Leghorn.

699. Were not both Mr. Backhouse and Mr. Addington previously employed in that way before they became Under Secretaries of State?—Mr. Addington was employed in diplomacy abroad, but not Mr. Backhouse.

700. Have you heard in the office that any disadvantage resulted in consequence?—No; I never heard that there had been any, and I should not object, in the case of a permanent Under Secretary, to his having served in diplomacy; but that is a very different case from the senior clerks, because the permanent Under Secretary is not required to perform the routine business of the clerk; he is a political officer, and is, therefore, engaged in higher duties.

701. You think that, in consequence of the routine of the office resting mainly upon the senior clerks, it is advisable that they should be a permanent body?—I think so; it is very important to preserve what is called the tradition of the office, and that cannot be preserved unless you have gentlemen occupying the position of senior clerks, who have been for a great many years consecutively in the office. Although the office is very efficiently conducted now, yet I believe that the clerks themselves would be the first to acknowledge that its efficiency has been somewhat diminished by the accident of several of the most experienced

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of the senior clerks having been superannuated at about the same period. When I first came into office the Foreign Office was fortunate enough to possess several gentlemen who had been for many years senior clerks, and who were possessed of special knowledge of the particular branches of the department which had been under their care; and the present senior clerks, although I have no doubt that they will acquire that tradition as years pass on, do not possess the same intimate knowledge that the gentlemen who had been in that position for a longer time had naturally acquired.

702. Do you happen to know whether in the Foreign Offices abroad there is a permanent body of officers who are irremovable?—I do not know enough of the constitution of the Ministries of Foreign Affairs abroad to give a confident opinion, there is certainly a permanent staff, which is never moved, in all those ministries, but I am not sufficiently acquainted with the constitution of those different ministries to be able to give a distinct answer.

703. You could probably hardly conceive a well-worked public office where there was not a permanent staff of some kind or other?—I should think it was impossible to get on without it.

704. Do you think that this interchange between the two services would give the attachés a more serious sense of their duty and position than they perhaps now possess, when they have no remuneration for their services, and therefore no distinct province in which they can consider themselves particularly employed?—I hardly think it would lead to improvement on that point, for the more or less interest taken in the service depends so essentially upon the personal characters of individuals. I have met with attachés who have taken a great interest in the details of the service, and who would work as hard as any clerk in the Foreign Office; and others there are no doubt who do not take so much interest, when they are in the junior ranks of the service. I do not think that merely coming to work in the Foreign Office here would make any change in that respect.

705. Do you not think that this interchange would be an improvement on the present system, under which a young man is at once exposed to all the temptations of a new and foreign life, without much regular occupation?—I do not see any difference between the temptations of this capital and those of other large capitals; I think that a young man placed in a public office in London is exposed to quite as many temptations as a young man going as an attaché to the embassy at Paris.

706. In the papers which have been laid before this Committee, at page 107, Lord Napier remarks, "The diplomatic life is rather enervating; it does not offer powerful stimulants and high rewards. Should a man of decided energy and genius appear in diplomacy he would probably desert it for the bar, or the strife and fame of Parliament. A methodical education in diplomacy will, however, form a useful body of public servants, more assiduous in business than the last or the present generation." Do you not think that a transition from the diplomatic service to the methodical work of the Foreign Office would tend to that desirable result?—I think it would. I think it would undoubtedly tend to their acquiring more regular business habits. The mere fact of seeing the manner in which the business of a great public department is conducted every day, must be very useful to any man who is to be employed in any important office.

707. Do you see no objection to a system by which a young man appointed to be attaché should remain for a year abroad attached to some court; that he should then be transferred to the Foreign Office for a certain period of time, and after that, that he should either be attached permanently to the Foreign Office, or to the diplomatic profession, according as his abilities showed themselves, or as it might be thought desirable by his superiors?—I should not object to some system of that kind, but I should not like too rigid a rule to be laid down; I would rather leave it to the determination of the young man himself, whether he would ultimately take permanent employment in the Foreign Office, or in the Diplomatic Service, subject, of course, to the approbation of the Secretary of State; but I should very much desire not to have an unwilling servant either in the Foreign Office or in the Diplomatic Service.

708. At present, do you happen to know whether the previous examination for introduction to the Foreign Office is of the same character as that which is required for the Diplomatic Service?—Not exactly. The examination for a young man wishing to enter the Foreign Office is more particularly the exami-

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nation of a clerk. He is examined in French, in writing, and orthography, and in making a précis. With regard to French, a translating knowledge is what is principally looked to. An attaché is required to be able to speak French, and to be able to translate Latin or German, Spanish or Italian as well, and he is also required to have a certain knowledge of modern history and geography, so that the examination differs in some respects; in fact, the examination for diplomacy is meant to be more a general examination, and the examination for a clerk is specially directed to what is wanted for a clerk.

709. Would there be any great difficulty in having a formal examination which should embrace the common points most useful for both services?—I do not think there would; indeed it would not be necessary to make any important change, because they are both examinations of the same character, and the man who could pass the one, would generally be able to pass the other. I should not see any hardship in allowing a voluntary exchange between gentlemen who had passed an examination somewhat different; and in the public interest I should desire to see the examinations remain as they now are.

710. Mr. *Layard.*] Do you think it would be possible to introduce open competition for diplomatic appointments?—I should be opposed to introducing open competition, because you require a particular class of men for employment abroad. Persons holding diplomatic appointments must come in contact with foreign society; if they cannot obtain an entrance into that society, they are comparatively useless, and they will not obtain it unless they belong to a certain class; I should desire therefore that the Secretary of State should have, as at present, a power of selection.

711. Is it, in your opinion, advisable that a gentleman entering into the diplomatic service should possess a small independent fortune of his own?—It is quite indispensable, in my opinion; I do not think it would be thought desirable that a salary sufficiently high should be paid to enable a gentleman on first entering the diplomatic service to live entirely upon his salary; I believe that an attaché must have an income varying from 300 *l.* to 600 *l.* a year.

712. Quite irrespective of his pay?—No, I should say including his pay; that is, his total income should be from 300 *l.* to 600 *l.* a year. I have asked several gentlemen what their expenditure was, and I have known attachés who I am sure were not the least extravagant, but on the contrary desired to live economically, yet they found it impossible to live in one of the larger capitals under 600 *l.* a year. In the smaller capitals 300 *l.* a year would suffice: I may instance Stockholm; I have always heard that that was a very cheap place to live in; but St. Petersburg, Paris, Constantinople, and Vienna, are all places where 500 *l.* or 600 *l.* a year would be requisite.

713. I believe that the question of an interchange between the diplomatic service abroad and the Foreign Office at home, turns a good deal upon whether that interchange is to be voluntary or compulsory; which do you think it should be?—I should certainly commence by having voluntary exchanges; I think that in making an experiment of that kind, you should not extend it too far. I should say, in the first instance, that junior clerks in the Foreign Office should be allowed to make voluntary exchanges with attachés, subject to the approbation of the Secretary of State; and if no inconvenience resulted from that arrangement at the Foreign Office, it would be for the Secretary of State to consider whether he might not extend the system, and give it a more regular character.

714. You would not lay down as a positive rule, that every employé abroad should have passed a certain number of years here, and that every clerk in the Foreign Office should have passed a certain number of years abroad?—No, certainly not, until I had had further experience of the effects of the change.

715. You stated, I think, that it would be advisable to limit the period of unpaid service to one year, as a part of an attaché's education; do you think that the period might be extended to two, or even to three years?—I do not attach any very great importance to the length of time, but I think, upon the whole, that unpaid service is not desirable. However honest, or honourable, or industrious men may be, when they receive pay from the public, they feel that they are more bound to exert themselves than if they receive no pay, although I do not mean to imply that we have reason to be dissatisfied with the unpaid attachés as a body.

716. Suppose that this time was understood to include part of the education of an attaché, in the same way that college life is considered part of the education of

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of a young gentleman, would that objection, do you think, then apply?—No; I do not think it would; in fact, from the mere novelty of the first year's service, a young man is not likely, I think, to show any unwillingness to work.

717. At what age, in your opinion, should an attaché enter the service?—I should not wish them to begin too young; my own impression is, that it is better they should be generally 21 years of age, and should have finished their college education here.

718. Is it desirable, in your opinion, that they should have had some education at some recognised place of instruction in England?—Very desirable, not only because they are less liable to be led away by the follies of a large capital, but because I think that they obtain valuable information of a general kind, which prepares them for their after duties, more than if they were at once launched into the profession, and began its routine business before their education as young men was completed.

719. Is there no limit at present to the number of unpaid attachés?—There is no rule actually fixed; but, practically, it is not the custom to appoint fresh unpaid attachés until there are vacancies; no precise rule has been laid down; but I think that the Secretaries of State have generally observed that principle.

720. Do you think it would be advisable to introduce into our service the rule which exists in the French service, namely, that there should be a certain limited number of paid and of unpaid attachés; or, as in their service, paid first, second, and third secretaries?—The two points are distinct, I think.

721. I mean, whether you think it would be advisable to have a limited number, whether they be attachés or secretaries?—I see no objection to having a settled number; I consider the number practically to be settled now, but I see no objection to that number being fixed.

722. Did you employ a private secretary?—No.

723. Is it advisable that the head of a mission should be authorised to do so, and to employ one of his attachés in this office?—I think it would be advisable; at large missions, such as Paris and Constantinople, a minister might be authorised to employ one of the attachés, just as now the Secretary of State employs one of the clerks in the office over which he presides as his private secretary. When I was at St. Petersburgh I usually employed one of the attachés to copy my private letters; but I should much rather have had a recognised private secretary.

724. You would not employ a man who did not form part of the embassy?—I should prefer not to do so; I think that it rather leads to inconvenience, and sometimes to some jealousy. It is much better that there should be no persons, who are not recognised as belonging to the Diplomatic Service, employed in the chanceries abroad, because naturally it is impossible for a minister to draw an exact line between private and public business; if he has a private secretary, he must use him generally in the business of the chancery. I think that he should be a recognised member of the service, and I would give him a small salary additional to his salary as attaché.

725. *Chairman.*] Must not the position of a private secretary in an important mission, entrusted, as he must be, with very important secret matters, be somewhat dubious in his relation to the service generally, if he does not belong to the service?—I think so, decidedly.

726. Mr. *Layard.*] Would you place his additional salary on the chief of the mission, or upon the Government?—I think the Government should pay it; but only a small salary, 50*l.* or 100*l.* a year.

727. Mr. *Baillie Cochrane.*] All ambassadors have private secretaries, have they not?—I believe that in practice they generally have private secretaries of their own, but such private secretaries are not recognised in the service.

728. In Paris there is one, and is he not paid?—Mr. Atlee holds a particular position; he is called Archivist, as well as having charge of the papers of the chancery, but he is not recognised in the service as private secretary; indeed, we have no such title in the service, although a person acting as private secretary may receive a salary for some other duties.

729. The *Judge Advocate.*] Are there many young men who enter the service without intending to continue in it?—I should think not; but there are, undoubtedly, some who leave it after a few years.

730. *Chairman.*] It has not been the custom of late years to attach young men of rank and position to embassies as a sort of social convenience?—No.

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731. Do you think that there was any advantage in that system?—I think that it was part of the old system, which has passed away, and that you could not now re-introduce it.

732. Mr. *Baillie Cochrane.*] When the practice was introduced of not paying attachés, was it not at that time the custom for attachés to live with the ministers or ambassadors in their houses, and to dine at their tables?—Yes; formerly, I believe, that was always the custom; and the attaché was spoken of in the Letter of Appointment as "one of the family."

733. *Chairman.*] Is that phrase still continued?—No.

734. Lord *Harry Vane.*] Is it not the case that the business of the office was always performed by unpaid attachés as well as by the other attachés?—Certainly; there is no distinction made now; and I have been left, when at the head of a mission, with only unpaid attachés, who did the business during the accidental absence of the paid attachés.

735. Did you ever find any practical inconvenience arise from that?—I cannot say that I ever did.

736. Did you ever find any unwillingness on the part of those young men to perform the duties of the office?—Certainly none. I may say that those who served under me were particularly willing; but I have no hesitation in saying that I have heard the opinion expressed, that it would be desirable, if all attachés received some pay; because in some cases jealousy may arise from a feeling that the unpaid attachés have an undue share of work thrown upon them, as compared with the paid attachés.

737. Have you taken into consideration the additional expense that would be thrown upon the public by creating a fresh number of paid attachés?—I do not think that the expense would be large. I would pay them on a scale similar in principle to that which is adopted in the Foreign Office; the clerks there receive 100 *l.* a year on their first appointment, and rise so much annually up to a maximum, so that I do not suppose the attachés would receive more, or very little more in eight years, than they would receive under the present system, when, after being unpaid for four or five years, they suddenly become the recipients of a salary of 250 *l.* or 300 *l.* a year.

738. Would you not be introducing a great number of young men into the service, for whom no provision would be hereafter made?—I do not see why we should have any more young men than now, and I should not, in fact, pay them more, for they would commence by receiving a small salary, which would gradually increase.

739. But if you took them into the actual pay of the Crown, do not you think that that would constitute a claim on their part hereafter?—Undoubtedly it would; but I think that they have a claim now: practically, most of them rise in the course of time; there may, of course, be sometimes particular reasons why a man does not rise, but if you look to the list you will see that they generally become Secretaries of Legation. I do not see that the mere fact of paying the attachés in the second year of their service, instead of in the fourth or fifth year, would make any difference as to their claim to promotion.

740. Must it not have the effect of introducing a larger number, who would look to receiving a small salary, than would enter into the service if they had no salary for two years?—No, I do not think so; if you gave them only 100 *l.* a year on their first appointment, it is obviously impossible for them to live upon such an income; they must have an income of their own.

741. *Chairman.*] Would not that consideration in itself be a great check upon any minister against his admitting into the service any superfluous persons?—I do not think it would make any great difference; the minister, probably, would appoint for other reasons, without taking that into consideration.

742. Mr. *Layard.*] Would it be possible to have a regularly acknowledged list of unpaid attachéships, consisting of a certain number, and then to fill it up as vacancies occurred?—I see no objection to that, for I think that practically that is very near the system which prevails now; if it were to be put into a regular fixed form it would not, I think, be objectionable; but I should like to see some elasticity left, for there are occasions when a sudden press of business may arise in a mission abroad, and you may want another man there.

743. If a minister had a list of applications, he could always fill up vacancies as they occurred?—The minister always has a list of applications now; and, generally speaking, a considerable one.

744. *Chairman.*]

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744. *Chairman.*] I see that by the last French regulation of 1856, the number of unpaid attachés, or supernumerary attachés, is fixed at 44; is it, in your opinion, advisable to have any absolutely fixed number?—I do not see any objection to it; but the number has not varied very materially in our service, and it is usually regulated with regard to the number of the paid appointments.

745. Mr. *Hankey.*] There are now about 50 unpaid attachés on that list?—About that number.

746. Do you think that that is not too large a list of unpaid attachés to wait for the ordinary turn, when they might be appointed paid attachés?—I have not considered the point very particularly; I look merely to the time for which gentlemen have usually remained unpaid, and I know that promotions have taken place after periods of from three to six years, and I conclude therefore that the list is not too large.

747. If it appears that there is a prospect, judging from past experience, of about five being taken annually from the list to fill up vacancies, it would take about nine, or between nine and ten years to clear off the list; is not that, in your opinion, too long to keep a man an unpaid attaché?—Yes; I think that from three to six years is the longest time which a man ought to remain unpaid under the present system; and that has been generally the case of late.

748. If this list is such that it could not, in all probability, be cleared off under eight years, do you not think that that is too long?—Certainly.

749. There are, I believe, two examinations which every attaché must undergo; first, before he enters the service, and afterwards before he is appointed a paid attaché?—Yes.

750. The examination is, I believe, of the same nature, but rather more strict, for the second appointment?—There is some difference. The examination for second appointments comprises the language of the country where the attaché has resided, and differs in that respect from the first examination; and one of the principal reasons for establishing it, was in order that the attachés might occupy themselves usefully in learning the languages of the countries where they reside when they first entered the service; and I think this regulation has produced a good effect in the service, by inducing young men to take advantage of their opportunities in improving themselves in languages.

751. It is necessary, I believe, before a man can get appointed paid attaché, that he should undergo a second examination?—Yes.

752. And that examination can only take place in London?—That examination must take place in London.

753. If a young man is sent out as attaché to South America, in what way can he undergo his second examination to qualify him for the post of paid attaché?—He must come home for the purpose.

754. Do you think it is desirable to bring a young man home from South America for the purpose of undergoing his second examination?—There is no difficulty in it; an attaché in every part of the world has a right to a certain amount of leave, and that leave, if he is at a very distant post, he will probably take once in two years; and if he were appointed to a new post, he would probably take England on his way home, so that, in practice, there is no serious difficulty.

755. Are you not aware that there are instances now in which young men, who have been appointed as paid attachés, have not been able to undergo, or have not undergone, their examination for at least two years after their appointment as paid attachés?—There may be one or two instances, but I should think that those instances will not occur in future, under the present regulation, by which, after two years service, any gentleman may pass his examination for a paid attachéship.

756. If a young man should consider himself sufficiently qualified to pass an examination, equal to that for a paid attachéship, at once, do you see any objection to his voluntarily undergoing that examination at first?—Yes; I should object to that greatly, as it would defeat altogether the intention of the second examination, which was, to induce young men to acquire the languages of the countries where they reside; and to a certain extent that intention has been defeated by the rule which Lord Malmesbury made, that attachés might be examined within two years after their first appointment. I believe the reason was, that it was found that inconvenience arose from gentlemen not having passed their examinations, and not being ready

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for appointments as paid attachés. I am not prepared to say that the change was a bad one upon the whole, but I think that if you were to alter it, and put an end to that second examination, you would not get the advantage that you do now, namely, that of an attaché when he first joins the service having a direct inducement to be industrious.

757. *Chairman.*] Do you not attach very great importance to a complete command of the French language on the part of every person engaged in the Diplomatic Service?—It is, no doubt, very important.

758. Do you think it would be unfair to make it a *sine quâ non* for admission to the Diplomatic Service, that a man should be thoroughly familiar with that language?—He is now obliged to pass an examination in French; but if you mean that the examination should be made more difficult, I do not think that that is necessary; for if a man is fairly grounded in French, and goes to live abroad, in a very short time he is almost sure to acquire a competent knowledge of the language.

759. Do you believe that a full command and a correct use of the French language is universal among the younger members of our Diplomatic Service?—I think that a full command and a correct use of the French language is possessed by very few men who are not Frenchmen; it is a matter of degree; but I think that the attachés generally have a very fair knowledge of French. I believe that their knowledge has increased by their being compelled to pass an examination in that language. I think that there is no reason to suppose that, as a body, they are not now sufficiently acquainted with the French language; certainly there is a decided improvement, from what I have observed, among the younger members of the service in that respect.

760. Is not the respect which a person in the Diplomatic Service ought to inspire in society abroad very much affected by the mode in which he is enabled to communicate or express his opinion in French?—If any gentleman speaks French very ill, it will, of course, impair and limit his usefulness; but, as a general rule, I think that our diplomatists speak French sufficiently well for their business.

761. Do you think that they speak it as well as members of other foreign missions, not French?—That is a matter which it is not very easy to explain in one word, for there is so much difference in the knowledge of French possessed by different nations; for instance, the Spaniards, Italians, and Portuguese usually do not speak French well, while the Russians speak it well, and the Germans very fairly. I have heard Frenchmen express this opinion, that, upon the whole, the Russians speak French the best; after the Russians, the English and the Germans, who speak it much about the same. I speak of those English who live much abroad. Of course, however, there is not so general a knowledge of French in this country as on the Continent.

762. Mr. *Hope.*] With reference to the acquisition of the French language, I presume you look more to a substantial knowledge of French and a power of expressing ideas in it rather than to elegance in speaking?—Speaking is the most important point in our service; we write in English; correctness is of course more necessary than elegance.

763. With regard to the Civil Service examination for the Diplomatic Service, a question has been raised as to the preparatory education which is necessary; some people are of opinion that it is impossible to acquire a correct mode of speaking the French language without either very early training in it, or a residence abroad. Do you consider, as far as your experience has gone, that a young man going abroad at the age of 19 or 20, if he has had a good previous education in the grammar and reading of French, can acquire a sufficient knowledge of it for all practical purposes?—I do not entertain any doubt that any person can acquire here quite a sufficient knowledge of the French language to enable him, when he goes abroad, in the Diplomatic Service, to complete his knowledge, so as to be as competent in that language as any other person.

764. What amount of speaking power would you require before the Civil Service examination, such an amount of speaking power as would be requisite to carry on a conversation, or would you leave that to be acquired afterwards?—I should require enough speaking power to enable a man to carry on a conversation for, I do not think it creditable for any member of the Diplomatic Service not to be able to carry on a conversation in the French language.

765. *Chairman.*] Is not the free and easy use of the French language indispensable

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pensable in order to enable a man to feel at his ease in foreign society?—It is absolutely indispensable if a man is to live in foreign society at all.

766. Therefore, do you not think that the very partial interest which the younger members of our diplomatic body take in foreign society is in some degree to be attributed to their not having acquired a free use of the French language?—I cannot say that I attribute it to that cause; it is rather difficult to say why the younger members of our Diplomatic Service do not enter so much into society as is desirable. The general reason may be that Englishmen like to live by themselves, and among their own set, from natural shyness. I have known gentlemen who certainly spoke French with perfect fluency, who nevertheless went little into foreign society. I wish, however, to add that it is, in my opinion, very desirable that gentlemen entering the Diplomatic Service should not receive their education principally abroad; but should receive it principally at home, in order that they may acquire thoroughly English opinions; and therefore although a knowledge of a foreign language may be acquired better abroad than at home, yet as a sufficient knowledge may be acquired in England, I should not be disposed to make any change in the examinations which would give a person who had been educated abroad a decided advantage over persons educated at home.

767. Mr. *Hope.*] Referring to your previous answer, that you would wish persons entering the Diplomatic Service, if possible, to have received a university education, I presume you would not, if it could be avoided, interrupt that course of education for the mere purpose of acquiring foreign languages?—No.

768. Sir *Minto Farquhar.*] But the university education would carry a young man probably too far; he would be too old, would he not?—No. I have before stated that I thought 20 or 21 was the best age for him to enter the service.

769. Mr. *FitzGerald.*] Is it not a fact, with reference to the examination for an attachéship, that you require a different knowledge of French altogether from that which is required for entering the Foreign Office?—Yes.

770. In the case of those who enter the Foreign Office, it is a general knowledge of the language that is required sufficient to enable them to translate and to read?—Yes; especially to translate.

771. In the case of those going abroad, you have rather a reference to their power of conversation in French?—Yes.

772. With regard to the rule to which you have referred, that any person might pass a second examination at any time after the expiration of two years, what is the rule with regard to the language which a gentleman, who wishes to pass that second examination, must be examined in; is it not the language of the country in which he has been resident?—It was so originally, and I think it still ought to be so.

773. Suppose that an attaché has been two years resident in Spain, and he is afterwards, for a short time, removed to Florence, and then passes a short time at some other place, say at Vienna, is it not fair that he should have an opportunity of being examined in that language with which, from his longer residence in the country, he may be presumed to be better acquainted?—I think so. In cases where an individual had been only a short time in a country, say for two or three months, he would make application to the Foreign Office to be dispensed from being examined in the language of that country.

774. Mr. *Grant Duff.*] In some way or other it appears clear that we do not exactly get the young men who feel the strongest interest in going into foreign society?—We certainly do get men who do not go sufficiently into foreign society while in the junior branches of the service.

775. Suppose it were in any way possible to obtain men who felt the strongest interest in foreign matters, the men being of the same class as they are now; and supposing that there was a perfectly open competitive examination, leaving a veto to the Secretary of State in case of a wrong man getting in, what would your opinion of such a plan be?—I think it would be impossible for the Secretary of State to exercise such a veto.

776. Supposing that you had an examination very much like, upon the whole, that which is undergone at Oxford, superadded to an examination which would require a man to have lived two years on the Continent, and to know a good deal about it, do you not think that in such an examination as that the odds would be twenty to one in favour of the same class which gets attachéships now?—I think

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—I think it is quite out of the question to require such an examination to be passed through as that; I do not think that such a system would work.

777. I believe there are only about two attachéships open every year?—There are more than that, but the number is on an average not large.

778. If it were known that those appointments were only to be obtained as the reward of the very highest merit, would not candidates be animated with just the same kind of ambition; I mean such young men as could afford to enter diplomatic life, as lead them to become candidates for the Ireland scholarships?—I do not think that that would be the case; I think that young men who could pass through such an examination as the examination for a high degree at Oxford or at Cambridge, would not be likely to compete for a junior attachéship, especially if you consider the duties that are to be performed, which consist for a long time principally of copying.

779. But what other thing is there that a young man can do so desirable as becoming an attaché, if he does not chance to have an opportunity of obtaining a seat in the House of Commons?—That must be a matter entirely of individual taste; it is a question what a man would most like; I do not think that you want literary men for the purposes of the Diplomatic Service, nor do I think that it follows that a man who could pass such an examination as you have alluded to would enter much into society; on the contrary, I think that a man who has strong literary tastes would often be just the man who would not enter much into society; what you want is a man who will mix a great deal in general society.

780. Do you not think that in all the capitals of Europe there is a society not exactly literary, but a highly intellectual society, in which it would be very important that our attachés and diplomatic officers should move; take Paris for example; surely the best society in Paris, in point of rank, is a very intellectual society?—Yes; but it is not the most literary society that is always the society in which the most important diplomatic information is to be picked up.

781. Take any of the salons in Paris; you would meet there a certain number of literary men, and a certain number of political men, and the person who would be calculated to shine there would be the person, would he not, who was calculated to succeed in such an examination as I have suggested?—It might be so; but I do not think that that kind of examination would be at all suited for gentlemen entering the Diplomatic Service.

782. As an experiment, do you think it would be a bad thing to try?—I think that it is undesirable as an experiment; I do not see how that veto which you have suggested could be exercised.

783. Mr. *Hope.*] You have referred to M. Thouvenel as having been in the French Foreign Office, afterwards in the Diplomatic Service, and after that, again returning to the Foreign Office; did M. Thouvenel occupy any post analogous to that of our permanent Under Secretary?—He was, I believe, one of the principal rédacteurs when M. Walewski was Foreign Minister, but we have no office of that kind in our service.

784. I asked you whether his post answered more to that of permanent Under Secretary, or was it more like that of a senior or assistant clerk?—I should think that it far more answered to the post of Under Secretary; it was a very important position.

785. So that that case would not militate against your opinion, which is against moving senior or assistant clerks?—No.

786. Lord *Harry Vane.*] The situation which M. Thouvenel held was a situation which does not exist in this country?—Yes.

787. It only exists in Russia and in France?—I know that it exists in Russia and in France, but I do not know that it exists in any other countries.

788. Mr. *Hope.*] I believe that in the papers which have been laid before the House, containing the opinions of different diplomatists abroad, there are one or two who refer to the publication of despatches in this country indiscriminately as rendering it difficult for them to obtain information for fear of the persons on the Continent communicating it becoming compromised; have you had any experience to that effect?—There is certainly some reluctance, on the part of foreign diplomatists, to make free communications to English diplomatists from their knowledge that what they communicate may be published in a Blue Book, but I do

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I do not see any mode of obviating this inconvenience. You must publish for the use of Parliament and of the country information on foreign affairs.

789. Mr. *Baillie Cochrane.*] Do you not think, after a young man has been five or six years in the service, having obtained the good opinion of the minister he has served under, that that is a sufficient proof of his merit, without his being brought from a great distance to undergo an examination?—I would not trust much to the opinion of any individual; it is very difficult to give a perfectly impartial opinion of a man who has worked under you for some time; everybody would always wish to give a favourable opinion; and therefore I would rather trust to an opinion based upon some impartial examination than to the certificate of any individual.

790. Are there not many qualifications requisite in foreign service for an attaché which no examination can test at all?—Certainly, there are many.

791. You have mentioned the practice which prevailed formerly, when the attachés formed part of the social circle of the minister; at the time they were first unpaid they used to live with the minister, and you said that they were considered "as part of the family;" when was that custom broken through, of the minister receiving the attachés?—I cannot exactly tell you the date; probably it has been a gradual change; but you may say that it still more or less exists, because all ministers receive their attachés to a certain degree, and many of them receive them very often. When I had the honour of being minister at St. Petersburgh, my secretary and attachés did not always dine in my house as a rule, but they probably did four days in the week, in fact almost whenever they pleased; they lived a great deal with me, and I know that in many of the other missions that has been the case; but it is not obligatory on a minister; it will depend upon his own habits, and upon whether he likes the men who are placed under him.

792. But you are aware that there has been a very great change in the relative position of the attaché and the minister, as compared with what it was formerly?—I believe so; but I think the change has been rather exaggerated; for I know that there is very great intimacy between the different members of the Diplomatic Service, and in some cases they are still treated as if they almost belonged to the family.

793. Has the change occurred in consequence of any reduction which has been made in the salaries of the ministers?—I think it is possible that that may have had some effect. In former times, when the salaries were very large, before 1832, when a change took place, I dare say that open house was kept to a far greater extent.

794. You, having been minister at St. Petersburg, can probably state whether it is not a very difficult thing for a minister to live at St. Petersburg on his salary, and receive his attachés as part of the family circle?—The additional expense of receiving his attachés may not be very large, but I know that it is impossible to live upon the salary that is given to the minister at St. Petersburg, at all events, in the manner in which I think he ought to live; it is quite out of the question; the salary was 6,000 *l.*, and 900 *l.* house rent, when I was minister; since an ambassador has been appointed, the salary has been raised to 7,000 *l.* Of course it is entirely a matter of degree; a gentleman may live upon 7,000 *l.* a year in St. Petersburg as well as in London, and live very well and comfortably; but if he is to occupy a great position in society, and such, for instance, as a minister of France would occupy in society here, he must spend more than 7,000 *l.* You must remember that the representative of this country, is looked upon as a great personage in foreign society, whether holding the rank of ambassador or minister; you must, therefore, expect that he will have to spend a very considerable sum of money.

795. Lord *Harry Vane.*] Have you received any allowances for balls and fêtes?—None.

796. *Chairman.*] Will you be good enough to state generally what the expenses of an ambassador or minister, from a first rate Power, at St. Petersburg, would be likely to be?—I do not think he could live in the manner in which, I think, the ambassador or minister from this country should live, under 10,000 *l.* a year.

797. Sir *Minto Farquhar.*] You have mentioned St. Petersburg, and, I perceive, in the list of salaries, that the salary of the ambassador at Paris is 10,000 *l.* a year,

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a year, and that the salary of the ambassador lately appointed to St. Petersburg is 7,000 *l.* a year?—Yes.

798. Do you not think that the ambassador at St. Petersburg ought to have a salary equal in amount to that which the ambassador at Paris receives?—I think that the ambassador at Paris should have rather more than the ambassador at St. Petersburg, because a very large number of English go to Paris; and, in that respect, the ambassador at St. Petersburg has not very large expenses, for very few English go thither. Moreover, the ambassador at Paris must be considered the first of our ambassadors; and I think, therefore, he should receive more. The ambassador at Paris has 10,000 *l.*, including house-rent, and a house and 10,000 *l.* a year would be sufficient for the ambassador at St. Petersburg.

799. Your evidence goes to prove that the ambassador at Paris ought to receive more than 10,000 *l.*, and that the ambassador at St. Petersburg ought to receive 10,000 *l.*?—If you are to give the ambassador enough to pay his expenses, I must, from my own experience, say that he must have 10,000 *l.* at St. Petersburg. In point of fact, I myself spent more than that; but then you have never acted upon the principle of giving to any of your ambassadors, or ministers, a salary to cover all their expenses, if they lived in the way I have indicated. I merely give you my opinion as to how I think they should live. I have told you what it would cost, and I am confident that my estimate is not too high. A minister may of course live respectably for less, but he could not occupy the position in which we expect to see our representative at St. Petersburg.

800. Mr. *Layard*.] Were you ambassador or minister at St. Petersburg?—I was minister.

801. What distinction would you draw between an ambassador and a minister?—I do not think that at any large court, such as St. Petersburg, practically there is much distinction; as regards expense, I have always thought that our representative at St. Petersburgh ought to be an ambassador, and that opinion was confirmed by my own residence there. I was obliged almost to assume, as it were, the position of an ambassador. I found that I could not well place myself upon a level lower than that of the French ambassador, and that practically I was put to exactly the same expense; I think I was treated with as much respect in society; but at the same time, there were inconveniences connected with my not having the rank of ambassador. The social position is not precisely the same; and there is a serious inconvenience in not having access to the Sovereign of the country, which is a real diminution of the usefulness of the representative of this country. In the case of a minister, it is a favour to obtain access to the Sovereign, but in the case of an ambassador, it is a right.

802. You were, I believe, sent as minister to St. Petersburg without having been previously in the diplomatic service?—Yes.

803. You do not think that the heads of missions should be subject as to service to the same rules as the officers up to the rank of secretary?—I, of course, should speak with considerable diffidence upon that point.

804. Mr. *Hope*.] I believe that the position of the diplomatic body generally abroad, is one of much more prominence than it is in England, in society?—I could not answer that question generally, without being acquainted with the society of many more capitals than I am.

805. Is not considerable importance attached occasionally to giving fêtes, and other entertainments, with reference to the presence of the Sovereign?—Yes.

806. Is it within your experience, that it is regarded as a matter of importance that fêtes should be given?—It has been within my experience. I think it may be occasionally desirable that a fête should be given, at which the Sovereign of the country should be present.

807. In fact the giving of a fête becomes not merely a matter of social importance, but it is a matter of political significance?—In some cases it certainly may have that significance in society.

808. Mr. *Layard*.] Are you of opinion that whilst the upper diplomatic posts may be given to persons not in the profession, that those up to the rank of secretary should be confined entirely to such as are within it?—I think that up to the rank of secretary they should be strictly confined to those within; and that it is very unfair to the juniors to bring in the profession persons from without.

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I speak with diffidence as to the advantage of bringing persons into the higher posts who have not been in the service before, having myself been brought in in that way for a time; but I should say that it is very desirable that the Government should always have the power of introducing persons who have not been previously in the diplomatic service into the higher posts, for political reasons. It is most important to the proper conduct of the business of our foreign relations, that our ministers at the great Courts should have the political confidence of the Government of the day; and I think that in that respect there has been a change for the worse in our practice, for at such Courts as Paris, Vienna, Constantinople, or St. Petersburg, however able and useful an ambassador may be, I do not see how he can discharge his duties entirely to the satisfaction of the Government of the day, and with the greatest advantage to the public service, unless he has the political confidence of the chief under whom he serves.

809. Do you approve of the old system of changing the heads of the principal missions on a change of Government?—In some cases I think it had a decided advantage.

810. Would you limit the age of those who enter the diplomatic service; you spoke of the age of 20; would you put a limit to the age at which they should not enter; for example, 25, 27, or 30 years of age?—Do you mean as a maximum?

811. Yes?—I think I should; I should maintain the present maximum, 25.

812. How do the new regulations act with regard to secretaries making annual reports?—I think those regulations are useful.

813. You do not think that they interfere with the time of the secretaries of legation?—No; they have a good deal of time, which they can employ very well in that way.

814. Mr. *Hankey.*] Do you think that the attachés in any of the large courts can obtain access into that kind of society which it is desirable they should move in, unless the minister takes them under his special charge?—I think that the minister ought to introduce them into the society of the country where they reside.

815. Do you think it desirable that the young men should be frequently invited to the minister's house?—That must depend entirely upon the particular minister and upon the relations which that minister happens to have with the attachés of the mission.

816. But my question pointed particularly to the young men; whether it would not be decidedly beneficial for the young men to have the advantage of being asked frequently to the minister's table?—Certainly.

817. Mr. *Baillie Cochrane.*] Is it not the fact that the reason assigned for not inviting them so much as they used to be invited is, that the salaries of the ministers have been reduced?—I have never heard that, but it may be so.

818. Lord *Stanley.*] I think you gave it as your opinion that it would be inexpedient to make the diplomatic service altogether a close service, and to confine it to those who had entered in the lowest grades, and risen through successive steps?—Yes.

819. Do you found your opinion upon this, that the interest felt in diplomatic affairs in Parliament would be diminished if there were a complete separation between Parliamentary politics and diplomatic affairs?—No; my reason for the opinion which I expressed is, that it is not certain in a service which is comparatively a limited service that you could find a person at any given moment exactly fitted to fill one of the highest posts; and I think a still more important reason is, that it is necessary that there should not be too great a difference in political opinions between the head of one of the great embassies abroad and the Government of the day.

820. You wish first to keep up competition between professional diplomatists and those who enter the service from the outside, but to leave a discretion to the minister?—Yes; but I should wish that discretion to be used very sparingly, and whenever there was a fit man in the profession, I think that the Government ought invariably to appoint him; I think the profession would always regard it as a hardship that a man should be brought in from without, but for the public advantage the Government should be able to exercise that power.

821. You would give a preference to a professional man, but not an exclusive right?—Yes.

822. If that system is to be maintained, is it not necessary that such appointments outside the profession should be made so frequently as not to give them

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the appearance of being exceptional acts, in which case they would be felt to be an injustice by the members of the profession?—Upon the whole, I think it is to be regretted that we have departed so entirely from the old practice of changing the ministers at important posts when the Government of the day changes. Looking at our form of Government, and to the difference that must always exist in opinion between the different political parties, I think it is desirable that there should be a more intimate confidence between the Secretary of State for the day and the ambassador abroad, than can exist if the one is exclusively taken from a service which is permanent, whilst the Government is changed by the political changes in the country.

823. Looking at the training of our Parliamentary men, is it not an advantage that they should look upon the practice of the diplomatic profession as a thing not wholly foreign to their occupation?—I think that that is very desirable, and further than that, I think that there are cases in which it is necessary to send a leading man from this country. A man who has taken a leading part in the public affairs of this country at home will frequently have much greater influence with a government abroad, than a man of equal, or even superior ability, who has not been known in the politics of the home country.

824. *Chairman.*] In the experience which you have had of the Foreign Office, and the relations of this country with small courts, do you think that it would be either desirable or possible considerably to diminish the number of our missions?—Not considerably; but I think that there are one or two missions which might be suppressed without any disadvantage. For example, I think that we might dispense with the missions at Dresden, and the one at Stuttgard, but I should not like to see the others reduced.

825. Could the duties of those missions, with regard to observations and obtaining information, be discharged by one resident person, instead of three, as at present?—I think I should be inclined to suppress them altogether, or to leave there only one attaché, as we have at Carlsruhe. In that case, we have an attaché resident, who belongs to the mission at Stuttgard, and reports upon the affairs of Baden. My reason for thinking that these missions might be suppressed is, that the introduction of railroads, and the constant communications which are, in consequence, going on between the different countries of Germany, has reduced the importance of these smaller posts.

826. Has not the experiment that we have made of detaching an intelligent junior member of the diplomatic body, and sending him to Rome, leaving to him almost entirely the whole responsibility of conducting very important transactions, shown us that one gentleman of ability could fully discharge such duty as might be required of him at a small capital?—If you mean that we could generally introduce such a system, I should say certainly not. I think the case at Rome is entirely exceptional, and that it would not be advantageous to have such a system generally; on the contrary, looking merely to the efficiency of the service, I should prefer a regular establishment at Rome, speaking quite apart from political and other considerations.

827. Nevertheless, are they not very delicate and important duties, which are very well performed by one intelligent person, such as Lord Lyons, or Mr. Otho Russell?—Yes; undoubtedly the duties have been remarkably well performed; we have had very intelligent and efficient agents there; but at the same time, I think it would be better if there were more than one. With regard to the question of leave alone, you require to have more than one person at a mission; and moreover, there is a certain amount of copying, which ought not to be left to one individual.

828. Might not attachés occasionally be despatched from some large centre, such as Berlin or Vienna, to the other courts, in which they might perform the regular duties, while the minister might make occasional visits to perform the more ceremonial duties?—That might be done, but I should not like to see any further reductions than in the two cases I have mentioned.

829. Why should you draw a distinction between Stuttgard and Dresden, and Bavaria?—I will take the different small German missions together. There are Munich, Dresden, Stuttgard, Hanover, and Frankfort; Munich I certainly would retain, because Bavaria is the first German State after the two great German Powers. Hanover I would retain, partly from the connexion which exists between the royal family of this country and that of Hanover, and partly on account of its position in the north; but I think that Dresden and Stuttgard

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do not occupy so considerable a place in the politics of Germany, that it is necessary we should have a minister at each of them. I give this opinion from my own experience of the information that we have received from those courts. I think that the information we receive, without in the least meaning to impugn the efficiency of the gentlemen serving at those posts, is not of such an important character generally, as to require us to maintain permanent agents there. At Frankfort I think you require an agent there, on account of its being the seat of the Diet of Germany.

830. Mr. *Layard.*] Would not a consul general, with political powers, be sufficient?—We have one at Leipsic.

831. But I mean at Hanover, Frankfort, and Munich?—I do not think it desirable that this country should be represented at the European courts by subordinate agents. I think it would place the agents in difficult positions with respect to the minister of France and other countries.

832. *Chairman.*] And not even attachés?—The case of the attaché is quite different; he is more in the nature of a person sent occasionally to make a report of what is going on, than occupying a substantive position.

833. Mr. *Layard.*] Mr. Odo Russell, at Rome, I believe, has no assistance whatever to perform the work of that mission; he is obliged to copy his own despatches?—I believe not; he has no assistance that I know of.

834. Lord *Harry Vane.*] It was the custom latterly, was it not, not to send a secretary of legation to Rome?—For a short time Lord Lyons was secretary of legation; but I think it was rather from personal reasons that he continued at Rome after he had been appointed secretary of legation at Florence than from any intention to change permanently the arrangement.

835. *Chairman.*] Will it not be necessary to appoint some persons of a diplomatic or semi-diplomatic character to those Italian capitals from which missions have been withdrawn?—That is a matter which entirely relates to the politics of the day, and upon which I would rather not give an opinion; we have now an attaché at Naples, who is stationed there to observe what may occur.

836. Mr. *Baillie Cochrane.*] Does not the attaché at Rome occupy almost a substantive position?—Yes; in Rome, in some respects, he does.

837. Mr. *FitzGerald.*] Looking at the position of these small German States as members of the diet, is it not very important often that you should ascertain the individual views upon great questions of the small German Courts?—Yes; but it is a question of degree at how many of these courts it is necessary to maintain representatives. For instance, France has a minister at Hesse-Cassel, where we have never had one; again at Oldenburg, Mecklenburgh and Baden, you have never had a minister; but they all exercise a certain amount of influence on the Diet.

838. *Chairman.*] Has not the Court of Hesse-Cassel been in its time a very important one?—Yes; and is still.

839. Has it not been very often the fact, that at the larger Courts it is almost impossible to ascertain the views of those who are directing the affairs of some of the smaller Courts in Germany?—It might be so sometimes. I know that many persons, for whose opinion I entertain the greatest respect, have been of opinion that it is better to maintain a minister at the smaller missions.

840. Mr. *Hope.*] With respect to our representative at the Court of Rome, what is the exact position of the law upon the subject?—By an Act of Parliament passed lately we were enabled to maintain diplomatic relations with the Court of Rome; but in that Act there is a clause which is known as the Eglintoun clause, as it was moved as an amendment by Lord Eglintoun, which prohibits the Queen from receiving in London any ecclesiastic in holy orders as the representative of the Court of Rome; and the consequence has been that no diplomatic relations have been established.

841. Then the reason is, that you do not choose to send them if they do not send to you; is that it?—I am not certain that they would receive a representative from you without their sending one here.

842. *Chairman.*] I believe that at Berlin there is no representative of the Court of Rome, although there is at Rome a representative from the Court of Prussia?—It is so.

843. Mr. *Hope.*] The present state of the law appears to be such that if you

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chose you might constitute a regular mission at Rome?—Certainly, the present state of the law is such, if the Sovereign of Rome thinks fit to receive such a mission.

844. Mr. *FitzGerald.*] You would accredit the minister at Berlin to the Court of Saxony?—Yes.

845. Is it not possible, or more, is it not very probable, that on many questions connected with the course of action of the German Confederacy, a very different view might be taken of what was proper to be done by the German Confederacy by those two courts?—Yes.

846. Do you think that the person at Berlin, in constant habits of communication with the Prussian minister, would be likely to be able to enter into such confidential communication with the Saxon minister as would enable him to give that information which was required of him at home?—I do not think that any great practical inconvenience would arise from it; if anything very particular happened which made it desirable to have an agent at Dresden, I think you might detach a secretary of legation or attaché to reside for a time there.

847. Mr. *Grant Duff.*] Even as a matter of training, would it not be a good thing to have young men dotted about; for example, one at Dresden, and one at Stuttgard?—I do not look at it in that way, as the holding of such appointments must depend upon political reasons.

848. If you determined to do away with our ministers at those places, the expense of maintaining a single agent there would not be very great?—No; but I do not think it is a point of great importance, whether they are employed or not.

849. *Chairman.*] It has been suggested that considerable convenience would arise from conferring upon paid attachés the titles of second and third secretaries of legation. That the present position of our paid attachés is anomalous, and uncomfortable at several of the Courts; and that with regard to the ulterior question of the pensions, such a change would have considerable advantages upon those separate points; what is your opinion?—I am decidedly of opinion that it is desirable, that our paid attachés should have the titles of second and third Secretaries of Legation; for I have seen a good deal of jealousy and inconvenience arise from the title of paid attaché being inferior to the title of secretary, although in point of fact, their rank in the service is the same. I also think that there would be an advantage in the pensions dating from the time of the commission as third secretaries; whereas now the pensions only date from the time of the commission as secretary of legation, which is of course much later.

850. Is not that circumstance of the pensions only dating from the date of the commission, accompanied with very great hardship?—I think that it is accompanied practically with great hardship, and I scarcely know any matter in which a change would be more beneficial to the profession.

851. Have not cases occurred of very deserving public servants remaining for 20 years in the service, having done their duty well in it, and yet, at the end of that time, not having earned their right to a pension?—I believe there have been cases.

852. Mr. *Hankey.*] Would you do away with the name of "attaché" altogether?—No; I would let those who were juniors, up to the rank of third secretary, retain the name of attaché; there would be first, second, and third secretaries, and then the rest would be attachés.

853. By that arrangement you would not alter the pay of the attachés necessarily?—Not at all; it would be a mere alteration of the name.

854. Mr. *Hope.*] You would not intend to prevent a commission being given to a person holding the rank of attaché, if it were thought right to allow his time for a pension to run?—I should think it would be more desirable to lay down a rule, that no person should have a commission except those who had the rank of secretaries; I should not like to have exceptions made by favour.

855. *Chairman.*] Would not all these questions be superseded by an Act of Parliament which placed the diplomatic pensions on the same footing as those of the rest of the Civil Service?—I think it is very necessary that there should be an Act of Parliament passed to put them upon some similar footing, for the present state of things gives rise to serious hardship. The Committee are aware that the change that was made in the superannuation of civil servants was a change

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a change by which they no longer have to make a contribution to the superannuation fund. Formerly there was a distinction between the diplomatic pensions and the pensions of other civil servants, because under the Act of Parliament by which the Crown grants diplomatic pensions, they can be granted without any deduction from their pay, but in all other cases a deduction from the pay had to be made. That distinction having now ceased, the diplomatic servants of the Crown are placed at a disadvantage, instead of at an advantage as formerly, as there are some advantageous provisions in the Act of Parliament under which the civil servants generally are superannuated, which are not in the Act of Parliament under which diplomatic pensions are granted. For example, in the case of a person holding a position as a civil servant here, and accepting service abroad as governor in one of our colonies, his previous service counts towards his pension; but, in the case of a diplomatic servant accepting such an appointment, his previous diplomatic service will not count towards his pension; consequently, if you wished to make one of our ministers governor of a colony, which might happen, and I believe has happened; you, in point of fact, deprive him of his right to a pension, so that the public service is injured by limiting the choice of the Crown.

856. *Chairman.*] Do you see any practical advantage in continuing diplomatic pensions upon a footing different from that of pensions granted to other servants of the Crown?—None whatever.

857. Do you happen to know whether, on the whole, there would be any considerable additional expense entailed upon the country by assimilating the position of diplomatic servants to that of other servants of the Crown?—I have not considered that question sufficiently to be able to give an opinion upon the point.

858. Sir *Minto Farquhar.*] Looking upon the diplomatic career as a profession, would it not be fair to give an unpaid attaché his commission as soon as he is appointed?—If you change the whole system as to superannuations and pensions that point should be taken into consideration with the rest.

859. *Chairman.*] If the diplomatic pensions were assimilated to others, then it would be necessary that the attachés should be in some position analagous to that of the clerks in the Foreign Office?—That would be the obvious arrangement.

860. Mr. *Layard.*] Would you retain the name of "attaché" for the paid, or only for the unpaid junior diplomatic employés?—That would depend entirely upon whether you made an alteration in the system as to unpaid attachés; if you paid all the attachés, then those who are now unpaid attachés, would be paid, and they would be still attachés; but if you make no change as respects the unpaid attachés, then in point of fact, you would have the unpaid attachés and secretaries.

861. Would you have a different scale of pay for the first, second and third secretaries?—Yes; just as there are different salaries given to the secretary of legation, and the first and second paid attachés.

862. Would you limit the number of years' service in each grade, and would you give, as a matter of course, increased pay, and increase of rank with length of service?—I do not think that I should make any change in the present system.

863. That is to say, the third secretary might serve any number of years with the same rank and pay?—I should leave that to the discretion of the Secretary of State; it must depend a great deal upon individual character.

864. I believe that in the French service, after a certain number of years' service, they rise as a matter of course?—In our service, they receive additional pay after a certain number of years, as secretaries of legation.

865. Mr. *Hope.*] Would you be opposed to any increment in the salaries?—I think that if you paid those attachés who are now unpaid, it should be so arranged on the same principle of gradation as in the Foreign Office.

866. Sir *Minto Farquhar.*] Suppose you paid the attachés from the beginning, after a certain period of service, would you not make them third secretaries?—No; in the first place there might not be a vacancy; in the second place a man might not be fit.

867. In that case a man might remain a paid attaché for a considerable time?—That might be possible.

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868. *Chairman.*] Does a man rise in the Foreign Office through the different grades of junior clerks up to a senior clerkship by mere seniority?—No; a senior clerkship is preceded by a period of probation; a Secretary of State may pass over a man because he had not so conducted himself as to be worthy of the promotion.

869. Have there not been cases in which some persons have been passed over on that account; and in which others, on account of special merit, have been promoted over the heads of others?—Yes; the principle acted upon is this: that a man is promoted if he is competent; we should not take a man below him who was more competent, and pass over the man who was considered competent. When a vacancy arises, the Under Secretaries of State, and especially the permanent Under Secretary, considers whether the person next in seniority is fit to be promoted, and if he is in every respect fit, he recommends him to the Secretary of State; if not, he is passed over; but you would not take a clerk junior to him as more competent if the clerk who stands next for promotion was considered competent.

870. I understand from your evidence this: that supposing it was thought advisable to assimilate the position of attachés to that of the clerks in the Foreign Office, although you would think it right that there should be an increment of salary in proportion to the service of the attaché, yet you would think it advisable to leave a discretion with the Minister for Foreign Affairs, as to the superior promotions?—I would leave him a discretion as to all promotions.

871. Mr. *Baillie Cochrane.*] Are there as many applications for the position of unpaid attaché as there used to be?—I believe there have been a great many lately.

872. And from the same class of persons?—Yes; from the same class.

873. Do you not think that it is a great hardship, if a young man has served for four or five years unpaid, and has given general satisfaction to the Minister, to have to come home to be examined; and if he does not come up to the requirements of the Civil Service examiners, that he should lose all chance of getting forward in the service, and be turned out of the service, at an age when he cannot enter into any other?—I think that it is very improbable that any such case would arise; but if he cannot pass through such an examination as that which he would have to undergo, I think it would be much better that he should leave the service.

874. But the matter is entirely in the hands of the Civil Service Commissioners?—Yes, it is.

875. It is taken entirely out of the hands of the Foreign Office?—Yes, except that the Foreign Office can send up an attaché who fails to pass the examination, for further examination, which was done in a case that I remember.

876. Mr. *Hankey.*] If the plan was adopted of naming the paid attachés, first, second, and third secretaries, would they have any special rank by being called first, second, and third secretaries?—They would each rank one above the other.

877. But if a removal took place of a paid attaché, who would then be second secretary; say, for instance, at Stuttgard; would he, suppose him removed to Paris, where he would become, possibly, third or fourth secretary, not lose the rank through that nominal change?—He would lose the rank in the mission, but not his seniority in the service.

878. His general seniority in the office list would not be affected?—Not in the least.

879. Lord *Stanley.*] With regard to the division of labour in the Foreign Office itself, as between the political and permanent under secretaries, do you think it as convenient an arrangement as that which exists in the other offices, for instance, in the Colonial Office, under which the whole of the work passes through the hands of the permanent under secretary and the political under secretary has the general supervision of all?—I have considered that subject, and I have come to the conclusion that, upon the whole, the present system is the best; it has its advantages and disadvantages, like all other systems. Its advantages are great rapidity in the transaction of business, and concentration of the more important work in the hands of the permanent Under-secretary. In the Foreign Office it is essential that the most important work should be in the hands

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hands of the permanent Under-secretary, because at any moment you are liable to a change of government, and then you may have a Secretary of State appointed who, however able a man he may be, may not have any special acquaintance with foreign affairs, and you may have a political Under-secretary who is entirely unacquainted with the business of a public office, so that if a great portion of the important business was not specially concentrated in the hands of the permanent Under-secretary, I think that sometimes very serious inconvenience might arise. The other reason is, that I think the rapid transaction of business is more important in the Foreign Office than in any other office in the State, and I do not see how you could possibly have the same rapid transaction of business unless you had a division between the two Under-secretaries. The Committee are aware, I have no doubt, that the present system is one by which the whole of the business is divided into two parts, the political Under-secretary taking one part, and the permanent Under-secretary taking the other; but the permanent Under-secretary having decidedly the most important part of the business of the office. The permanent Under-secretary and the political Under-secretary each see the business of the other division of the office after it has passed through the hands of the Under-secretary under whose particular control it is; I think that that insures a sufficient acquaintance with the details on the part of both the Under-secretaries, and it certainly secures much more rapidity in the transaction of the business, than an arrangement such as that which exists in the Colonial Office.

880. *Chairman.*] Is there any special intention in that particular division of the business?—I have not been able to ascertain that. I have inquired, but I have not ascertained exactly when that division was made, or for what reasons, but I look to the practical working of it, and I think that it is good; I mean as to throwing the most important part of the business into the hands of the permanent Under-secretary.

881. Lord *Stanley.*] Is not one of the inconveniences of that arrangement this, that in that department which is not under the permanent under secretary, and which you have rightly described as being the more important of the two; everything is done without the political under-secretary having any voice at all in the matter?—To a certain extent there is that objection; but I think that wherever a political under secretary has been for any considerable time, as I have been, connected with the office, he would always have abundant opportunity of expressing his opinion; it must, of course, depend upon the personal relations which exist between the two Under-secretaries. In my own case, I constantly consult with Mr. Hammond upon all the business of the office. I generally see him every morning; we consult as to all business of importance which is going on in our respective departments, and I think that this is better than any fixed rule, as the result is, that we only consult each other upon important matters.

882. You defend the existing rule upon this principle, that it is just and good as having no rule at all?—I defend it upon this principle, that I do not think that rigid rules are desirable for the conduct of business between the chief officers in a department who ought to be upon a confidential footing towards each other. It is better to leave it to them to work the business as they found best for their own convenience, and the advantage of the office.

883. Mr. *FitzGerald.*] Does it not sometimes happen, under the existing rules with reference to his Parliamentary position, that the political Under Secretary may feel himself embarrassed by not having at the earliest moment all the political information that he is required to have as to questions being put in Parliament, from the fact that the matter to which it has reference has arisen in the department over which the permanent Under Secretary is, and with which he does not become acquainted perhaps for two or three days?—I do not think that any serious inconvenience arises in that way. I generally see the despatches either on the day on which they arrive or the next day; but then I always obtain the substance of them from the permanent Under Secretary by consulting him every morning. I know whether there are any despatches which are likely to form the subject of Parliamentary inquiry, and I can send for them, and obtain them at any moment; but the inconvenience can only be prevented by personal daily communication.

884. Are you acquainted with the course of business now in the Colonial Office?—Yes, tolerably well.

885. That is to say, the business is there divided between the permanent Under

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Secretary and the assistant secretary; but all the business passes through the hands of the permanent Under Secretary?—Yes, I believe that is so.

886. Lord *Claud Hamilton.*] Do you not think that the success of the present system depends almost entirely, or mainly so, upon harmonious action between the two Secretaries?—Yes; and I think that the success of any system must altogether depend upon that.

887. Mr. *Layard.*] Was your salary as minister at St. Petersburg always punctually paid, or had you any complaints to make on that head?—Under the present system it cannot be paid punctually.

888. A complaint has been made, I believe, in the diplomatic body, that the salaries are not paid punctually?—Yes; and a well-founded complaint.

889. Were you called upon when you were abroad, to make advances out of your own funds for extraordinaries?—Yes, certainly; and they were considerable at times, as they included the large expense of sending telegrams.

890. In your opinion, is that a right system?—No.

891. Should you propose that the heads of missions should have the power of drawing for extras, being responsible for what they drew?—I think that some system of that kind ought to be adopted; the extras amount in some cases to a considerable sum; and I do not think it is fair, that the heads of missions should be called upon to advance the sum of money necessary to carry on the public service, although it is not a matter of any very great importance.

892. But it is not right that, acting for the public service, a minister should have to advance his own money?—I think not.

893. Did you employ a clerk at the Foreign Office as your agent?—Yes.

894. Did you pay him a per-centage?—Yes, the usual per-centage.

895. Do you think that that is a good and convenient system?—I think that it is a great convenience to a minister abroad, because a clerk in the Foreign Office is able to transact his business more easily than any other person he could employ.

896. You would not suggest that any alteration should be made in that respect?—No.

897. A question has been raised in the House of Commons as to private correspondence taking place between a diplomatic servant and the Secretary of State, is it advisable, in your opinion, that the head of a mission should correspond privately on public affairs with the head of the Foreign Office?—I think it is indispensable that there should be a private correspondence between the Secretary of State for Foreign Affairs and the heads of missions abroad, but all matters of public importance should be recorded in despatches, and a private letter should only be supplemental to a public despatch; for instance, in recounting an interview with a minister, there may be some small personal details which it might not be altogether proper to put in a public document, but which might be contained in a private letter, but everything that is of public importance should be recorded. Then, a private letter may contain a good deal of gossip, and many stories which may be more or less worth recounting, but for the precise accuracy of which a minister could not vouch, so as to make them the subject of public despatches; but, with that exception, I should desire that all matters should be recorded in a public document.

898. If the head of a mission were restricted to his public despatches, it might operate inconveniently, might it not, as to the publication of those despatches by order of Parliament?—Yes; but it is almost impossible, I think, to carry on the business of a great mission in any other way.

899. In publishing despatches, the Foreign Secretary may, if he pleases, omit any part of a public despatch?—Yes.

900. *Chairman.*] Have you found convenience to arise in the transaction of your usual diplomatic business from having frequent private communications with the Secretary of Foreign Affairs?—Certainly; and I should have felt great embarrassment if I could not have had those private communications.

901. I believe you have had private communications frequently from Lord Clarendon?—Yes.

902. Did you find that those communications enabled you to understand the state of public opinion in England, and generally that they placed you in a more comfortable and satisfactory position than you would have been in without them?—I think that they were decidedly advantageous; the position that I had occupied towards Lord Clarendon in this country naturally led him to write very

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very freely to me on all subjects of public interest here; and there may be many matters which do not immediately concern the diplomatic business which is conducted by the minister abroad, but which relate to politics in this country, upon which it may be essential that the minister should have some information.

903. Mr. *Hope.*] With reference to the omission of passages from despatches, upon their production to Parliament, I apprehend that it is an understood rule that the omission must be so made as to show that the despatch is imperfect, and that it has not been produced as if it were a complete despatch?—They are invariably marked as extracts when anything is omitted.

904. Lord *Harry Vane.*] Are you not of opinion that special care should be taken that, in giving extracts, the character of the despatch should be in no degree altered?—Undoubtedly.

905. Are you not also of opinion that especial care should be taken that no impression can be derived by the public from the perusal of an extract which shall lead to a false impression as to the nature of the despatch originally?—No doubt.

906. Mr. *Hankey.*] Do you think it desirable that the attachés should be shifted from time to time?—Yes; I think it is very desirable, although at the same time too frequent changes put them to expense which may be a hardship to them.

907. Barring the question of expense, do you think it desirable for them in learning their business that they should be changed from place to place?—I think it is very desirable that they should have experience of different courts.

908. Do you think it is desirable that a young man at first should always be placed at one of the great missions?—Yes; but it is impossible that all should be placed at the great missions at first; I should wish that they should pass through one of the large missions during their service as junior members of the profession.

909. Would it not be rather hard upon a young man who had been, say for three or four years, either a paid or unpaid attaché at Paris, to be sent as attaché to a small mission where he would have nothing to do?—I do not think that it would, for, if you did not remove him, it would be impossible to bring another one into his place; and to have attachés passing through the larger missions, it is necessary that they should serve in their turn in the smaller ones.

910. Should not they commence their education in the smaller courts rather than in the greater courts?—I do not think so; I think, on the contrary, that it is desirable they should go to the larger courts in the first instance, in order to obtain experience of the working of a large chancery. It is also desirable that they should commence where they are sure to have other persons over them, so as not to be entrusted exclusively with the business. For instance, a young man going to Paris would have several other attachés over him, from whom he would learn his business, whereas, if he goes to Stockholm, he might find himself entirely alone.

911. Mr. *Baillie Cochrane.*] When a minister changes his post, is he always given a certain sum for outfit at each change, or does that depend upon the length of time he has served at a particular court?—He gets an outfit according to the regulations without reference to the time; you will find that fully stated in the regulations.

912. *Chairman.*] With regard to the question of leave of absence, do you think that an improvement might be made upon the present arrangement?—I think that it would be fair to allow some leave of absence to the heads of missions without making any deduction from their pay; but I should limit the time; I think I should establish a gradation, that is to say, that when they had been three weeks or a month absent, there should be so much deduction from their pay, and so on, until it arrived at a maximum of one-half deduction.

913. For what time do you think that a minister ought to be allowed to come on leave to England without any deduction?—I should not say for more than three weeks or a month, without any deduction.

914. Do you mean including the journey?—Yes.

915. Would you require him to have special permission from the Minister of Foreign Affairs?—Yes, he must obtain permission to go away at all, as his absence might be inconvenient to the service; and, once in each year I think he might use the permission without having any deduction made from his pay, for a

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limited time; but the Secretary of State would retain a discretion as to granting him any leave, as at present.

916. Do you approve of the regulation with respect to two months in one year?—Yes; I think the present regulations as to the leave of attachés and secretaries were required, and are an improvement upon the old state of things.

917. Is it fair to deduct so very large a proportion of the salaries as is now deducted, on the pretext that a minister does not require to keep up an establishment?—I think that a considerable reduction should be made; but, as I said before, I think that he ought to have some period of leave without deduction; I think that after six months' absence it is desirable that half of his salary should be deducted. It is very necessary that there should be some check upon the absences of ministers which might be otherwise too much prolonged.

918. Is a minister able to make such reductions in his ordinary establishment as would enable him to save materially; for instance, could he get rid of his horses, his carriages, and his servants?—In some cases he could not, but in others he might make a very considerable reduction.

919. During an absence of two or three months?—He would for that period of time make but a small saving. For a short time a minister would be a pecuniary loser by his leave.

920. Mr. *Layard.*] Did you go to St. Petersburg in a Government vessel?—No; I went by land.

921. Did you ever take a journey for the public service on board a Government steamer?—No, I never did; the Government offered me a passage to St. Petersburg in a man of war, which did go out, and took some of the members of the mission, but I went by land on account of my family.

922. Is the scale of charges made to a diplomatic servant on board of a man of war in your opinion a fair one?—I have not sufficiently considered that question to be able to give an answer.

923. Were your expenses paid to St. Petersburg?—No; but I received the usual outfit and my pay, dating from ten days before I started; the regulation is, that the pay commences ten days before a minister leaves for his post; and in a general way that would defray the expenses of the journey.

924. Is it fair, in your opinion, that the public should defray the travelling expenses of the minister?—Yes, quite fair, and I think the present system is as convenient as any other.

925. Mr. *Hankey.*] Do you think that the absence of a minister for two or three months throws any material additional business upon the Secretary of Legation?—Yes; and I think that the Secretary of Legation should receive some additional remuneration on account of the increased business that he has to transact.

926. Do you consider that during the two or three months it would be fair to make any deduction at all for the absence of a minister, provided that it is not repeated, or that it is not taken without the positive sanction of the Secretary of State?—I should limit his absence, without deduction, to one month.

927. Lord *Claud Hamilton.*] Would it not be practically impossible that the minister from Spain, or Vienna, or Italy, or St. Petersburg, could come home, if it were only a month?—I do not think it desirable to allow of absence from public duties without deduction of pay, for any lengthened period.

928. Is it not advantageous for the public service that a minister should occasionally come home?—Yes.

929. Mr. *Fitzgerald.*] Therefore he would be an absolute loser by doing that which it was for the benefit of the public service he should do?—Yes, if he came only for a short time; if he came for a long time, he could reduce his establishment, and not lose.

930. I am speaking of a period of two months?—To the period of leave without deduction from pay being two months, I should see no strong objection; I do not wish to make it too long, because it might encourage too frequent absences.

931. Lord *Claud Hamilton.*] From Constantinople, for instance, a person could not come in the time?—No; it is a matter of degree of course; in some cases, frequent absences might cause great inconvenience to the public service. It is better that a minister should not come home very frequently. A minister may occasionally require to come home for business for a few weeks, but it is very undesirable that he should every year come away habitually for two or three months.

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months. A minister who leaves his post for six months or nine months, and resides in England, derives a benefit from his residence here; but a short absence interrupts his business without advantage.

932. Is the arrangement under which these deductions are made, by the mere authority of the Secretary of State, or how is it?—I believe so; but no change has been made in my recollection.

933. Mr. *Hankey.*] If the Secretary of Legation is entitled to any additional pay in consequence of the absence of his minister, and the additional work imposed upon him, do you think that that ought to come out of the minister's salary, who is absent?—I do not see any necessary connexion between the two; the whole of the salaries are paid out of one fund, and if you make a deduction from the minister's salary, it may cover the increase to the secretary; I think that a secretary of legation or embassy is entitled to increased pay when acting as chargé d'affaires.

934. Is it not an advantage for a secretary of legation to be left occasionally in charge of a mission?—A very great advantage.

935. Do you not think that they would desire to have the opportunity quite independently of any extra pay?—Yes; just as some persons might wish to serve the public for nothing; but it would not be fair to require from them increased duties without any extra remuneration; a chargé d'affaires may remain in charge for a long period, and I think it would be hard that he should discharge duties of a very important character at the head of an embassy or important legation without receiving a higher salary.

936. That would not apply if the absence of a minister was limited to two or three months?—I should not like to make any change in that respect.

937. Mr. *Fitzgerald.*] Do you think that the period of three months, which an attaché is now required to serve in the Foreign Office before he goes abroad, is sufficient?—It is quite sufficient to enable him to learn his routine duties.

938. But apart from that, do you not think that a longer period than that would give him habits of business?—I have already expressed an opinion, in answer to a former question, in favour of allowing exchanges between the junior branches in the Foreign Office and the Diplomatic Service, for the reasons which are suggested in your question, because attachés would acquire increased regularity in the transaction of business by being a certain time in the Foreign Office; and the clerks would acquire increased knowledge of foreign affairs by passing a certain time abroad.

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Jovis, 2° die Maii, 1861.

MEMBERS PRESENT.

Sir John Acton.	Mr. Hope.
Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Mr. Monckton Milnes.
Mr. Fitzgerald.	Lord Stanley.
Lord Claud Hamilton.	The Judge Advocate.
Mr. Hankey.	

MR. MONCKTON MILNES, IN THE CHAIR.

The Earl of *Clarendon*, Examined.

The Earl of *Clarendon*.

2 May 1861.

939. *Chairman.*] I BELIEVE your Lordship entered into the diplomatic service early in life?—I did.

940. In what capacity?—As attaché to the embassy at St. Petersburgh, when I was 20 years of age.

941. Did you remain long there?—I remained there three years.

942. After some time you were appointed, I believe, Minister at Madrid?—Yes; but after leaving St. Petersburgh I quitted the diplomatic service and became a Commissioner of Customs. I was then employed in the negotiations for a treaty of commerce at Paris; and subsequently I was appointed Minister at Madrid, where I remained for nearly six years.

943. You have since that time been Minister for Foreign Affairs?—Yes.

944. For what period of time?—I was exactly five years in that office; from 1853 to 1858.

945. Your Lordship has therefore had considerable experience of both the Foreign Office and the diplomatic service?—Yes.

946. Will you be good enough to state to the Committee what is the general mode and principle of admission into the diplomatic service of this country, as far as the Minister for Foreign Affairs is concerned?—Applications were frequently made to me from persons with whom I was either acquainted or not acquainted, stating that they wished their sons to enter into the diplomatic service, and a list was always made of those applications, wholly irrespective of the political opinions of the parties who made them; and then, as vacancies occurred, I used to appoint an unpaid attaché to a mission. I did not always take the applications in the order in which they were made; for sometimes I had reason to believe that one person was more fit than another for a particular vacancy; but as far as I could, believing the qualifications to be equal, I generally made the appointments in the order of the applications.

947. Were those applications generally made by one class of society; that is to say, by persons of a certain condition and position in life?—In general they were from persons who were what is, in common parlance, called the upper ranks of society, persons who could afford to give their sons the necessary income while they remained unpaid attachés at a foreign court. I always took care to inform the persons applying to me what were the conditions on which a young man would have to enter into the diplomatic service, that he might remain four or five years unpaid; that during that time he must depend upon the assistance of his parents or his friends, and that, at the expiration of that time, the salary that he might receive, either as a paid attaché, and subsequently as secretary of legation, would be very small, and that I considered, as a profession, it did not offer much attraction or inducement to enter into it.

948. Nevertheless, I presume, there was generally a full list?—Yes; the list of applications always exceeded the appointments that I was able to make.

949. Are the Committee to understand that you limited yourself in those appointments to the vacancies which actually occurred?—In general, I should say that I did; but occasionally I appointed an unpaid attaché to a mission, although there might not absolutely have been a want at that mission of such assistants;

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assistance; but the candidate was prepared to work; and he was given to understand that there was then no want of such assistance, and that he would probably have a still longer time to wait before he became a paid attaché.

950. Did you appoint persons as unpaid attachés who wished for their appointments rather as a social convenience, and who did not intend to make it a profession, as seems to have been very much the case in former times?—There was nothing of that sort; nobody ever applied to me for an appointment as an attaché without stating that he intended that that should be the profession of the person for whom it was asked. I never, to my recollection, appointed anybody under the belief that he intended to withdraw from the profession after a certain time.

951. Is it your Lordship's opinion that the profession has of late years assumed more of the character of a profession, and that therefore it is more amenable to the ordinary rules by which a career in life is regulated?—I believe that within the last few years it has been regarded more as a profession; I should say, that within the last 12 or 13 years political events abroad have been so important, and have followed each other in such rapid succession, and diplomacy has played, in these events, so considerable a part, that I think it is now regarded as no longer the idle and sleepy profession it used to be, but that there is reputation and distinction to be gained in it, and young men of intelligence, or their parents for them, have been attracted to it more as a career than formerly they used to be. Consequently, being looked to more as a profession than it used to be, I should say that it is now amenable to all the regulations, either by the Government or by Parliament, and the discipline that any profession ought to be subjected to.

952. Do you think that the course of political events in recent times has rather tended to give importance and dignity to the profession than to detract from it?—I do.

953. Do you think that that importance and dignity have been seriously affected by improvements in locomotion and in the means of communication?—I think that they have increased the frequency of the communications and the activity of diplomatic agency

954. Do you think that those mechanical improvements have enabled us to dispense in any considerable degree with diplomatic agencies?—No, certainly not.

955. I believe that during your period of service as Minister of Foreign Affairs, examinations of candidates for the diplomatic service were first established?—They were.

956. Will you have the goodness to inform the Committee how they came about, and what was the nature of those examinations?—It was decided by the Government I believe, originally, in consequence of a wish expressed in Parliament, that public employments should be competed for; and it was therefore considered necessary that some examination should be instituted for persons in the diplomatic service as well as those in the Foreign Office. At the time this was instituted, each head of a department, if I recollect rightly, was called upon to state what would be the course of examination that he thought would be most likely to be useful to the persons under his employment; I was called upon like the rest, and I furnished the heads of subjects upon which I thought it would be desirable that the persons employed either in the Foreign Office, or in the diplomatic service, should show themselves qualified in. This was approved by Lord Palmerston, to whom, as the head of the Government, I submitted it, and it was then sent to the Civil Service Commissioners, and that paper has been their guiding rule ever since, upon the examination of candidates for employment. I may add, that I have every reason to be satisfied with the working of that examination; I think that it has answered well, and the candidates have shown a very fair degree of efficiency on the subjects upon which they have been examined. I believe that after I left the Foreign Office, Lord Malmesbury made some alteration, although I do not exactly know what, in the subjects of examination; but I believe that that again has been reversed, and that the examination paper now stands much about as I originally proposed it.

957. Before the examination was established, was any inquiry made into the proficiency or education of the candidate for attachéship?—I never instituted any particular inquiry as to their fitness, but they came to the Foreign Office to learn their business before they were sent to their missions, and if for what they were required to do they were found to be manifestly unfit, of course either the appointment would have been cancelled, or the person would not be sent to his

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mission until he had been considered qualified, but there was no regular test by examination as there is now. I think that the present is a very great improvement upon the former state of things.

958. Will you be good enough to inform the Committee what was the general mode of promotion in the service, and on what principles it was regulated?—The promotions were regulated, I may conscientiously say, with reference solely to what I believed it to be, the good of the service. When a vacancy occurred, I considered, and made careful inquiry as to who would be the fittest person to fill it; and I endeavoured, in filling it, to act with justice and impartiality to those upon whose claims I had to decide, the public service being my first object; then the claims being equal between the other applicants for the office, I decided, either for length of service, or upon other considerations, which was the fittest person.

959. What are the means by which the Minister can inform himself as to the merits and claims to promotion of young men in the diplomatic service?—Do you mean the attachés and secretaries?

960. Yes?—By the reports that the secretaries make, and by the proficiency that the attachés exhibit in the translations, their names being given when they make translations; and by the inquiry that the Secretary of State would make of the head of the mission, or other persons who were capable of giving him information.

961. As to promotions in the higher ranks of the service, have foreign Ministers usually the means, either by personal acquaintance, or by correspondence, of testing the capacity and fitness of a person to hold a particular appointment?—Abundant opportunities; in the first place, the constant correspondence of the foreign Minister with the Foreign Office, the manner in which he executes his instructions, and the ability he exhibits in his communications, both with the Government to which he is accredited, and with the Foreign Office, must give ample means of judging of a man's capacity. The Minister constantly does, and occasionally always ought to come home, and have personal communications with the Secretary of State, who thus has the means of judging of his fitness; I should say that the opportunities of judging of the capacity of our foreign Ministers were quite sufficient to enable the Secretary of State to form a correct opinion.

962. Has the Secretary of State frequent communication with a person in the higher branch of the diplomatic service during his residence at home?—Constant communication, of course the frequency of the communication depending upon the importance of the court to which he is accredited, and the importance of the affairs which he has to transact.

963. Has your Lordship ever considered the question of the relations of the diplomatic service to the Foreign Office, and whether there might not be some advantage from assimilating our system in some degree to that of foreign countries, by which there is more inter-communication between the two services?—Yes, I have often considered the subject, and I do not believe that you can make any very important changes in the system which now exists. I do not think you could make any changes between the diplomatic service and the Foreign Office, in the higher branches of each, that would be advantageous to either. I do not think that you could change the permanent Under Secretary with a Secretary of Legation. I do not think that you could change a Secretary of Legation with a senior clerk or assistant clerk in the office, without materially affecting the efficiency of the Foreign Office, which I think is a subject that should always be kept mainly in view, either by the Secretary of State or by Parliament. But I think that in the lower grades of the office, amongst the juniors, who I should bracket with attachés, occasional changes might be made with great advantage, both to the individuals themselves and to the two branches of the service; but I am not prepared to say that, as a rule, I should consider permanent changes advantageous; I am certain that temporary changes would be so. I should object to certain rules, and not make it entirely depend upon the will of the two parties wishing to exchange, but I would make it depend upon the Secretary of State. The Secretary of State, I think, should not admit an attaché into the office without previous inquiry of the Minister abroad as to his character and efficiency, and the probability of his making a good clerk at home.

964. Are the Committee to understand that upon this question you would regard the efficiency of the Foreign Office as the first consideration?—I should say that it was the chief consideration. I think that everything depends upon the

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the machinery of the Foreign Office being conducted with regularity and efficiency; the whole service depends upon it; and I think you must be very careful how you derange that; but I should say that in the lower branches of both the services, exchanges—I should not care how frequent, provided they were temporary—would be a great advantage; for I have always observed that those clerks in the Foreign Office who had been detached upon foreign service, and had been sent with different missions, if they are intelligent—and they are generally intelligent ones who are selected for that service—have always brought home a great deal of information respecting the manner in which foreign missions are conducted, and generally with respect to the countries in which they have resided, which is extremely useful in the office, and makes them better clerks, and more efficient at home. On the other hand, I should say that an attaché would gain very much by coming into the Foreign Office, and being accustomed to the regularity and discipline of the office, which, of course, are greater than they can be in a foreign mission.

965. Do you know whether the clerks in the Foreign Office were, generally speaking, competent masters of the languages of the departments in which they were appointed to act?—I can hardly say that; there were some very good linguists in the Foreign Office; I think that almost every clerk there spoke French; I know that several of them spoke German very well; but, with respect to papers, the translator of the office was generally employed to make the translations.

966. If, by an interchange of the kind alluded to, you introduced into the Foreign Office young men who had a knowledge of these languages, by residing in the countries and transacting business in them, would you not be able to dispense with the services of the translator?—Certainly, if you could reckon upon the young gentlemen coming home always thoroughly proficient in the languages of the countries to which they had been attached; but, with regard to important papers, although young gentlemen might come home well versed in German, Spanish, or Italian, in the course of two years, or a year and a half's residence, I should prefer to entrust the translation of an important paper to one upon whose proficiency in the language I could entirely depend.

967. Do you not think that a young man residing for two years in a foreign country is bound to make himself sufficiently master of the language to be able to translate any document?—I should consider so indeed, and I should think ill of a young man's zeal for the service, or his desire to advance himself, who passed two years in a country without being able to acquire the language of the country.

968. I mean of course the written language?—But I should say speaking too in a couple of years; but I do not include Oriental languages, or Russian. I think it is of essential importance that any diplomatic agent in a foreign country should be able to speak the language as well as to read and write it.

969. Would you attach supreme importance to a complete familiarity with the French language?—The greatest importance; I consider that a *sine quâ non.*

970. Does not the dignity, and almost the respectability of a foreign minister a great deal depend upon his being able to communicate with his colleagues, and society, in the French language, in a manner that should not excite either remark or ridicule?—Clearly so; but I also think that he should speak the language of the country to which he is accredited; I can cite my own case; when I went to Spain I could not speak a word of Spanish, and I felt the greatest inconvenience and difficulty in my official communications with the Government in consequence. Very few of the Spanish ministers spoke French well, and they did not like to speak it at all, and during the course of the time that I was there I think that there were 12 or 13 Ministers for Foreign Affairs. I applied myself to the language, and as soon as I could speak it fluently, I found the greatest difference in the manner of transacting my business with the Spanish Government; all my personal communications used then to pass in Spanish.

971. You would therefore think it important that, if possible, a minister at any of the great European courts should be familiar, not only with the language of the court, but with the language of the people?—Certainly, making the exception that I did before, as to the Russian and Oriental languages; but with respect to French, German, Italian, Spanish, and Portuguese, they ought certainly to be acquainted with them.

972. Would you allow that consideration to weigh with you in the appoint-

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ment of a particular person to any particular court?—I think, other things being equal, that I should; but I would not say decidedly that possessing a knowledge of the language of the country to which he was going would be a sufficient reason for appointing a person to it; but I should say that the not being able to speak French would be of itself a reason for not appointing him.

973. Does your Lordship think that the profession, as a whole, receives any injury from the occasional introduction of persons who, though not diplomatically employed, have acquired political consideration?—No; I should say, certainly, that the diplomatic profession receives no injury from that, and there are occasions and circumstances under which I should say it would be an advantage. I should say, that in any very important negotiations upon a matter on which the attention, not only of the British, but of the European public, was fixed, that the employment of a person from this country who had held a high political office, and to whom the transaction of important matters had been entrusted, would give a character and weight to a mission abroad, which might materially assist the transaction of the business that was confided to him; I think, however, that this should be done with considerable precaution, and never except when it is considered by the Secretary of State or the Government to be necessary, for it is very hard to place political persons in England in diplomatic missions when they have not been regularly brought up to the diplomatic service, when in that service there would be found persons fully adequate to the performance of the duties. I think that that occasions a very just disappointment amongst the members of the profession, and I do not see that the public service is in any manner promoted by it; nor do I see that the changes of ministers in the inferior missions are by any means necessary when there is a change of Government at home. I think that in some of the higher missions it may be possibly necessary to make such a change; but, in general, the foreign policy of this country is so uniform, and so consistent, that I cannot conceive that there would be any difficulty in a minister carrying out such instructions as he would receive from a new Secretary of State. If the Secretary of State had any reason to think that the Minister was so far personally committed to a policy different from his own, I think it would be the duty of the Secretary of State to consult that minister as to whether he could conscientiously and zealously carry out instructions somewhat different from those upon which he had been acting. I, as Secretary of State, should have no hesitation in acting upon the assurance that I received, just in the same way, I should say, that a minister, if he apprehended that there was a policy about to be adopted by a new Government in England to which he could not conscientiously adhere, would be bound, as a man of honour, so to inform the Secretary of State, and to decline to act upon instructions which he could not honestly and zealously carry out.

974. Has your Lordship ever considered the question of the hardship upon diplomatic servants when the post at which they have been has been abolished, and whether any means could be devised which would mitigate that hardship?—I have certainly had to consider that, and I think it is a very great hardship indeed, and one that I should be very glad to see remedied; I think that when a man has performed his duty well, and by any accident, such as that of which there is at this moment an instance, his mission is abolished, I think it is exceedingly hard that the minister should be placed *en disponibilité*, and have to wait an indefinite time to know when he shall be employed again; and still harder is it if, in accordance with the regulations which exist, he has been acting in different capacities, but for not a sufficient length of time to enable him to claim a pension in any one. A man, after many years' active and efficient service, may be thrown entirely upon his own resources, and be dependent upon what I may call chance for the means of re-entering the service. That is very hard, and I do not know that any such hardship is inflicted upon any other profession. It might occasion a trifling additional expense to the public, but I think that, in justice to persons so situated, that expense ought to be incurred; and that until he is again employed, there ought to be something like half-pay for a man who, by no fault of his own, is thrown out of the profession.

975. I understand you to allude to the circumstance of the pension only running from the date of the commission as secretary of legation?—Yes.

976. Do you think the profession might, in fairness and justice, require that they should be placed at least upon as good a footing as those persons who would come under the ordinary Superannuation Act?—Most certainly I do; and I have

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have always thought it a great hardship that people should be employed, not only for four or five years without pay, but that that service which may be extremely active and efficient should not be allowed to count towards their retiring allowance.

977. Do you know upon what ground the diplomatic pensions are placed upon a totally different footing and arrangement from those of other servants of the Crown?—I cannot at this moment give you a clear answer upon that.

978. Do you see at the present moment any immediate advantages to be derived from keeping the diplomatic pensions on a separate footing?—None whatever.

979. Would your Lordship see any objection to a system by which diplomatic servants should, in regard both to pay and pension, receive the same pay and the same pension as persons employed in the Foreign Office?—I see no objection to that at all.

980. Do you think that any advantage would be derived from the attachés receiving the same sort of salary when they enter the profession that a clerk does in the Foreign Office, by which means they would at once consider themselves more distinctly than they do now part of the body of public servants of this country?—I think that that would be only just.

981. Do you think that there might be some collateral advantages arising from that?—Yes, I do; I think it is unjust that the public should receive the services of an attaché, and not only not pay him for a time, but not allow those services and the time which has been so spent to count towards his retiring allowance, in the same way as in all other branches of the civil service it is allowed; I see no advantage in putting the junior members of the diplomatic service to a greater disadvantage than those of the other branches of the civil service.

982. Might not some advantage be derived from giving an attaché, say a year's probation, by which means he would perhaps know better his own mind, and ascertain whether he would suit the service and the service suit him?—I see no objection to that, but I should say that that would be preparatory to his receiving a commission with, perhaps, a small salary, from which time his service would count towards a superannuation.

983. You would regard that almost in an educational point of view?—Yes; as an education, or as an apprenticeship, and as a continuation of the three months which he is now required to pass in the Foreign Office before he goes to his mission; the three months being after he has passed the civil service examination.

984. Has your Lordship found any inconvenience in the present regulation, as to the leave of absence granted to our diplomatic servants abroad?—Yes; I think that that is upon a footing which requires alteration; in the first place, I consider that it is very necessary that a Foreign Minister should occasionally come to this country, and communicate with people in England, and refresh his English ideas, which may have become rusted by a too long residence in a foreign country; but the present amount of deduction from the Minister's salary makes it very often impossible for him to come as often as he ought to do; and when he does come he is disposed to stay longer perhaps than it is advantageous to the public service that he should remain. I think he ought not to be mulcted to the extent he is now; but that he might have a month's leave of absence without any deduction being made from his salary. I think also that he might have leave of absence for three months, or four months at the outside, during which time a portion of his salary might be taken for the remuneration of the Secretary of Legation, who would act as chargé-d'affaires in his place. Many Secretaries of Legation, I have no doubt, would be too happy to have an opportunity of being at the head of a mission without any remuneration; but I think it would only be fair that, for the additional labour and responsibility, he should receive some remuneration. The public would probably be unwilling to pay that, and therefore, I should make some deduction from the Minister's salary that would be sufficient for the purpose, and yet by no means be so great a deduction as is now taken from him.

985. Do you see any principle upon which the public purse should be made, a gainer by the absence of a minister?—No.

986. You would therefore be content with a system which took from the absentee what was thought necessary to enable his *locum tenens* fully to perform all the necessary duties, and allow him to retain the rest?—Yes; but I would also allow him one month without making any deduction from his salary.

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987. Including the time in coming and in going?—That might be from a very distant mission, or at a time of the year when travelling might be more difficult, and that would be a matter for the Secretary of State to consider; but I should never allow any minister or secretary of legation to come home without the permission of the Secretary of State.

988. In your communications with the foreign ministers, did you confine yourself to those public communications which were of a nature to be laid before Parliament?—No; I invariably wrote them private letters. I consider that it is totally impossible to carry on the business of the Foreign Office with our foreign ministers unless by writing private letters; those private letters never superseding the public instructions, or taking the place of them, or being in any respect a substitute for them. It was always my desire to make the public instructions clear to those to whom they were addressed, and never to devolve upon them any responsibility that I could take upon myself; but my private letters always were, in fact, either commentaries or explanations of the public despatches, and giving them all the information that I thought might be useful to them at their posts; of course it was a great additional labour at the Foreign Office, but it was a labour that I performed always very willingly, because, when I was Minister myself, I knew what the support and satisfaction of receiving letters from Lord Palmerston was. I not only considered it a great advantage to myself to have been on a foreign mission, but also a particular advantage to have served under such a master as Lord Palmerston; and when I occupied his place, I felt that constant private correspondence with foreign Ministers could not but be advantageous to them. I felt that if a Foreign Minister came into my room as Secretary of State, he could tell me, and I could tell him, a variety of things, both about countries and about persons also, which would be neither useful nor perhaps proper to make matter of instruction or the subject of a public despatch, and yet which it would be extremely useful, reciprocally, to know; and it was my object, in my private letters, to always keep the Foreign Ministers as much in England as I could, to give them English views and English ideas of all matters that were going on, and to keep them *au fait* as to public opinion, and to let them know everything that I thought was passing in this country and likely to be conducive to the efficient conduct of the business they had to transact.

989. Did that correspondence enable you to estimate the character and abilities of each minister?—Yes; and it was a very great advantage indeed, and I should say that in no respect was that correspondence more useful than in enabling me to make an accurate estimate of the capacity of my correspondent.

990. Is there not, on the other hand, a difficulty and a danger in that habit of private correspondence, both as regards matters to be laid before Parliament, and also as regards the documents left in the office for the instruction of your successor?—None whatever; I know that I considered the two entirely distinct, and I believe that because a system of private correspondence exists, without which I do not think the business of the office could be satisfactorily carried on, or at all events, not with that complete information on both sides, I believe there has arisen a notion, and a very incorrect one it is, about secret diplomacy; and as to there being one set of Despatches written for the Minister really to act upon, and another set of Despatches to be laid before Parliament and the public; I think I need hardly assure the Committee that such a notion is utterly and entirely without foundation.

991. But with regard to the documents which are to remain part of the archives of the office, is there not a danger of important matters, as it were, being lost, and traditions being forgotten?—I have no notion of any such danger, no important documents, nothing of that kind is ever sent in private letters.

992. Are there secret and confidential despatches which pass between the Secretary of State and Ministers abroad, which are not of the nature of private letters?—Constantly.

993. Mr. *Layard.*] Do you think it would be advisable to adopt the French system, and to have first, second, and third secretaries instead of paid attachés?—I think that if our attachés were called first, second, and third secretaries, it would be an improvement, and it would do away with some jealousies which may arise between the attachés; and I also think that it would give them a certain amount of consideration abroad, and that that would be a good reason for giving them a commission.

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994. Would you limit the number of those gentlemen?—Certainly.

995. Would you also limit the number of the unpaid attachés?—I would; I think that if the system of paying those secretaries or attachés, as they may be called, were resorted to, it would be a reason the more for limiting the number. I see no reason why there should be a surplusage of diplomatic appointments, or why more attachés should be appointed than are wanted, or more clerks in the Foreign Office than are wanted. Each mission ought to have its proper and regular staff, sufficient for the business to be done there; but I think that that staff should not be added to, unless under some very particular pressure of business, when either attachés or secretaries might be borrowed from other missions, or one might be appointed by the Secretary of State, leaving it to him. I think there ought to be a regular staff to each mission.

996. At the present time, practically, there is no limit to the number of attachés, paid or unpaid, whom the Secretary of State may appoint?—Practically there is not; it is in the discretion of the Secretary of State.

997. If the number were limited, the Secretary of State could always have a conclusive answer when applications were made to him for appointments and the list was full?—Certainly; I should say that limiting the number would be a great convenience to the Secretary of State.

998. Do you think that one year's probation in the Foreign Office, and one year's probation abroad, making two years in the whole of probation, for an unpaid attaché, would be too much?—I do not think that that is necessary; I think that three months' probation in the Foreign Office, learning the manner in which the business is conducted, is quite sufficient; but if by any accident a young man should not have quite perfected himself in that, the chief clerk or the under secretary would report that he had better stay a little longer, to which there would be no difficulty in the Secretary of State agreeing; but otherwise I should say that a young man, with tolerable diligence, might, in the course of three months, perfectly learn all the routine of the office business.

999. You would limit the unpaid apprenticeship to one year?—Yes, abroad.

1000. One year abroad, in addition to the three months in the Foreign Office?—I should say 12 months abroad; there is no objection to that.

1001. Making in all 15 months?—Yes.

1002. I think you have stated that you consider it would be advantageous if interchanges took place between the attachés abroad and the clerks in the Foreign Office; would you make such interchanges compulsory, or allow them to be voluntary?—I think they should be voluntary, but subject to the approval of the Secretary of State. If I was Secretary of State at the time I should not agree to any exchange without consulting the Minister to whose mission the young man was attached, in order to ascertain his character for efficiency, and the probability of his making a good clerk; and I should also tell the Minister what I thought of the clerk in the Foreign Office to be exchanged for the other.

1003. Do you consider that the present pay of heads of missions is sufficient?—I am sure that it is not.

1004. Will you mention any particular mission in which you think the pay is inadequate?—I believe it is so in all. I have no reason to doubt the representations which have come to me from almost every one of Her Majesty's missions; I can answer for it in my own case, for when I was in Spain the salary was 5,000 *l.* a year, and that was not sufficient. I could not make it do; but I must add, that I was there during the whole time of the civil war, and things were dearer. I do not think that a Minister ought to be called upon to employ his own private resources in the service of the country; I do not mean to say that he need lay by anything, but I think that he ought not to be put to expense. The scale of salaries, I believe, was fixed 30 or 40 years ago, and I believe very properly and fairly, and even liberally, with reference to the prices of the necessaries and comforts, and, perhaps, even the luxuries of life; but, I believe, that there is no part of Europe, or America either, in which the prices of all those things have not risen from 40 to 60 or 70 per cent; consequently the rate at which the salaries were fixed, 30 or 40 years ago can be hardly fair now although they were fair then, and I believe that many Ministers are put to very considerable straits.

1005. I believe that the pay of the heads of missions abroad has been rather reduced than increased of late years?—In some cases, in consequence of a Committee of this House, the salaries were reduced. The pay of the Embassy at Paris was reduced, and some others, but there was no reduction made in my time.

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I speak of the salaries as I found them, and the complaints which were made, I believe, with justice.

1006. Mr. *Baillie Cochrane.*] Has not the salary in Paris been increased lately?—Not that I know of.

1007. Mr. *Layard.*] Do your remarks as to the inadequacy of salaries apply to secretaries as well as to the heads of missions?—I think to all; I think the salaries are rather too low; there is extreme difficulty in getting a house at all, and the increase of house rent has been one of the principal items of complaint.

1008. Are there many extraordinary expenses for which the head of a mission is called upon to advance money out of his own funds?—Largely.

1009. Is it advisable in your opinion that this system should continue?—I do not think it is fair upon a Minister; I speak of my own case; the extraordinaries were very large in my time; the frequent communications with the British legion, the naval authorities on the coast, and the consuls, made the postage charges very heavy, and couriers were constantly employed. To defray these expenses I borrowed money from my bankers, and paid interest for it.

1010. Did the Government allow you for that interest?—No, not for the money advanced; they paid me back the money I advanced for extraordinaries, but I paid the accounts before I could recover the money from the Foreign Office.

1011. Then the payment of interest was dead loss to you?—Yes.

1012. How would you suggest that that state of things should be remedied?—I think that an advance might be fairly made from the Treasury to a Foreign Minister, to be accounted for, with all the receipts and vouchers, at the end of the quarter.

1013. You would make them responsible for the extraordinaries?—Yes; as they are now, they are obliged to send their vouchers and rate of exchange, and they do render complete accounts of those extraordinaries before they are paid. I should place at the disposal of the Minister and his bankers, or his agents, or let his agent at the Foreign Office have the command of a certain amount of money, perhaps rather under what the average amount of the extras was in the quarter, so that it should not altogether fall upon a Foreign Minister as it does now.

1014. As compared with the diplomatic services of other countries, how is our diplomatic service paid?—I think that our diplomatic service, upon the whole, will stand a comparison with that of other countries for liberality, except in one or two great missions. I believe that the French mission and the Russian mission in London are better paid than ours at Paris and St. Petersburg, but it is not only what appears in their budgets or the accounts that we obtain of them, for they have very frequently allowances made for extras of all kinds, for fêtes, entertainments, and a variety of things; there are allowances made to the Russian or French ambassador which are totally unknown in our service.

1015. Would you make allowances of the same kind to our heads of missions for particular balls and fêtes?—Not as a general rule; I should pay them liberally, and expect that they should do out of their allowance what was necessary to maintain the dignity of the country and its character for hospitality. I should say that, if there was to be, at any time, any great fête given, to which great political importance must be attached, for example, at which the Sovereign of the country was to be present, and it was to be made magnificent, with reference to some event or circumstance, that it was either to commemorate or celebrate, I should say it would be fair to make an allowance to a Minister who had to incur this extraordinary and unexpected outlay; but otherwise I should not say so.

1016. Do you think that the sum which is now allotted to the diplomatic service by Parliament is sufficient?—I think so; and it always has been the object to keep within the sum, and not to exceed it.

1017. Do you think that any of the smaller missions could be reduced; the German missions for instance?—I know that there is an opinion favourable to the reduction of those missions, but I cannot say that I share that opinion; I do not see that there would be any advantage gained by reducing them; I know it is thought that you might reduce the mission at Dresden and at Stutgard, but I do not see that we should gain any advantage from that. If the Ministers there do their duty properly, I believe that we should get very valuable information from those places; it does not do for a Minister at a small Court, like either

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of those mentioned, to confine himself to the upper society of the place; but if the Minister takes care to get his information from the middle classes of society in Germany, which are very important, I believe that the information furnished by intelligent Ministers so performing their duty at Dresden, Stutgard and Munich, would be found to vary considerably, and that the aggregate of that information would enable the Secretary of State at Home to form a more correct opinion of the real state of things in Germany, than he could possibly do if we had no agents at those places.

1018. Could not that information be obtained by a public servant not in the position of a Minister, but an inferior officer such as a consul general?—I think that the information would be more willingly given to a man of higher rank in Germany; we had a very able consul general at Leipsic, a man who perhaps knew more of Germany than any other, and certainly from there he sent very valuable information. Leipsic not being a capital, of course there could not be a mission there; I cannot say positively whether a consul general would not be as efficient as a Minister; but I think that the chances of a Minister would be greater than those of a consul general, and the facilities that he would have for getting information from the Court and upper classes would undoubtedly be greater than if he were of lower rank.

1019. Do you think that a Minister who mixed with the society you have described for the purpose of obtaining information would excite any jealousy in the Court to which he was attached?—No; I think it might be done in a manner not to excite any jealousy; of course it would depend upon the tact of the individual.

1020. Suppose that one or two or three of these small missions were suppressed, as one or two of the Italian missions have been, do you not think that the money thus saved might with great advantage be applied to increasing the other salaries, and to providing proper pensions for diplomatic officers?—Certainly; if it were thought advisable to suppress those missions, the money that they cost might be advantageously applied to other branches of the diplomatic service; but the question is, whether it is advisable to suppress them; I think that in some places the salaries certainly ought to be increased, and I should think if the Committee were to recommend, and Parliament were to adopt, the system of paying unpaid attachés a slight increase might be necessary there.

1021. You are decidedly of opinion that it would not be advantageous to the public service to suppress any of the small German missions?—I do not wish to attach undue importance to their being retained, but I cannot see any decided public advantage in their suppression.

1022. Do you attach any importance to the distinction between embassies and missions?—There is a considerable difference in the rank; I would not say that there is much difference in the consideration that would be shown to an Englishman, whether he were an Ambassador or Minister; but he is more thought of at the Court to which he is accredited if an Ambassador; and there is an advantage in certain Governments in Europe, in the Ambassador being able to have access to the Sovereign. He may ask it almost as a right, but a Minister can only enjoy it as a favour, and in Austria, as it used to be, the Minister was scarcely ever admitted into the presence of the Emperor.

1023. You think that it would be advantageous to have embassies at the great Courts of Europe?—Yes, I think so; I never saw the advantage of abolishing the embassies; I learned of their restoration with satisfaction; both at Paris and Vienna it is decidedly advantageous.

1024. Do you consider that diplomacy has increased in importance as a profession during the last few years?—Yes.

1025. Do you think it is very instrumental in preserving the peace of Europe?—I have no doubt that it is.

1026. Such being the case, do you not think that whilst the diplomatic service in the first steps, that is to say, up to secretary of embassy, should be a regular profession, in which a man should advance as in other professions, above that line, the appointments should rest, to a great extent, in the hands of Government, who should be at liberty to select the man best qualified for any particular mission?—I entirely agree with you, that up to the appointment of secretary of embassy it should be a regular profession, and proceed by gradation, but I do not see any advantage that the smaller missions particularly should be considered at the disposal of the Government, upon a change of Government. I gave my

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reasons for that just now. I do not see that there is any reason why a Minister at a special mission should not carry out any policy of the Secretary of State who may happen to be in office, because, as I said before, the policy of this country is consistent, and, to a certain degree, unchanging, because there are always certain leading principles of our policy to maintain, which are to promote and extend our commercial relations; not to interfere unnecessarily in the affairs of other countries, and to endeavour, as far as we legitimately can, to promote the good government and prosperity of other countries. Those are the leading features of our policy, and I see no reason why a Minister at the smaller missions should not always be able to carry it out. If the Secretary of State had reason to doubt a Minister, I think he should call upon him to state his opinions, and ascertain whether he could carry out his policy; and I think that the Minister at that mission would be wanting in honour if he did not inform his chief that he could not act upon his instructions honestly.

1027. You would not continue the system of seniority as regards heads of missions?—No. There I think that the Secretary of State must judge of the fitness of the individual for the post.

1028. When you were Secretary of State for Foreign Affairs, were you in the habit of communicating directly with the consuls on political matters?—From the east they used to write constantly upon particular matters; otherwise the rule is, that it should come through the head of the mission.

1029. In the reports from the heads of missions submitted to the Committee, a complaint is made that consuls are in the habit of communicating directly with the Foreign Office instead of communicating through the head of the mission, and it is stated that that gives rise very often to some misunderstanding, and a great deal of inconvenience?—No doubt that would be the case, and it should be checked as far as is practicable; but every now and then it is clear that in distant countries, and where consulates are far removed from the capital where the Minister resides, the Foreign Office would very often be at a disadvantage if it did not receive information direct from the consul; if, for example, it had to go round from New Orleans or Boston by Washington, or if from Syria it had to go round by Constantinople before it reached the Foreign Office, in such a case the Foreign Office might have that information withheld from it for many days. But the consul should also send copies of what he addresses to the Foreign Office, to the chief of his mission; I think that with regard to anything important, the Secretary of State, although he might have received the information from the consul, would not act upon it without a previous communication with the head of his mission.

1030. Do you think that where a mission is suspended, as at Naples, the secretaries or attachés of that mission could be transferred to the Foreign Office and made to work here, their pay being continued until other places were found for them?—That certainly might be done, but it would be merely another way of giving them their salaries, because, assuming that the staff of the Foreign Office is sufficient, and if it is not, there would only be still more cause for satisfaction with the energy and zeal which are always, and under every circumstance, displayed there; I should say, as a general rule, that it would be undesirable so to increase the staff.

1031. You would have no objection to do it?—No; always subject to the discretion of the Secretary of State.

1032. A great deal has been said about what is called "public" diplomacy, in contradistinction to "secret" diplomacy, do you think it is possible that the transactions between the Government of this country and foreign Governments could be carried on by public despatches?—If by public despatches is meant only those despatches which are in their entirety laid before Parliament, I should say that it would be difficult to carry them on, because I think that there must always be a certain discretion left to the Secretary of State as to what should be laid before Parliament, but that is the only difficulty that I see in it; I am perfectly certain that there is always laid before Parliament a very fair and complete view of the transactions between this country and any other to which those papers may relate. I know that foreign Governments rather complain of our Blue Books, and to a certain extent they may curtail some of the communications that are made to our foreign Ministers, but I should be extremely sorry to see our system of publication of diplomatic papers in any way curtailed, or different from what it is; of course there must always be care taken not to compromise

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promise individuals for the information they may have given, but I believe that it is an immense advantage to this country that our despatches and diplomatic transactions should be known, because if they have the approbation of Parliament and of the country, the Government then has the whole weight of public opinion in its favour, and it is that which gives such strength to our policy and to our opinions in foreign countries.

1033. What I wish to ask you is, whether despatches could be published from day to day as negotiations are going on?—I think that that would be impossible; and in support of that opinion, I may state that at the first meeting of the Congress of Paris, the Plenipotentiaries were all asked to promise not to make known, except to their respective Governments, that which passed there every day, because if it appeared in newspapers, or became published in any form, so many people would then take part in the negotiations that we should never come to an end; and that might be called secret diplomacy, because certainly the public were not admitted to the discussions of men who held a great variety of opinions, and had very different interests to conciliate; and I think that the admission of the public then would have prevented any final settlement. But there was nothing that passed at that Congress that was not recorded in protocols at the time, and subsequently laid before Parliament.

1034. Mr. *Fitzgerald.*] With regard to the proposition that has been made as to exchanges between attachés and the junior branches in the Foreign Office, I understand you to say, that any change should be subject to the discretion of the Secretary of State?—Yes.

1035. He would be at liberty, of course, in exercising a discretion, to consider the circumstances of his own office, and the particular divisions in his own office in sanctioning any particular exchange?—Yes.

1036. You do not mean merely to limit his discretion to the consideration of the particular position either of a gentleman abroad, or of a gentleman at home, but that he must consider the public service and the efficiency of his own office at home?—Yes, unquestionably; I should not fetter the discretion of the Secretary of State, for it would destroy the discipline of the office.

1037. With regard to what has been asked as to the private correspondence of the Minister, I believe that there are, besides the ordinary despatches which pass between the Secretary of State and Ministers abroad, other despatches upon important subjects, marked "Secret and confidential"?—Yes.

1038. And those are independent of that private correspondence to which you have referred?—Yes, entirely, and remain in the office.

1039. Is it your opinion that, in case of information being required by Parliament as to the policy which in any particular case is pursued by the Government, that the publication of the despatches in the usual manner does give sufficiently satisfactory information to the public as to what is going on?—No doubt of it. I think from all that I have known of Blue Books, with the publication of which I have been concerned, and others which I have read, that they give a complete and honest view of the transactions to which they refer.

1040. Mr. *Hankey.*] Some questions have been asked about the salaries of the different missions which I understood you to say you thought were inadequate to maintain the position of ministers at the foreign courts; do you think that the Minister at Paris incurs more expense than any other Minister abroad?—I think he does.

1041. The Minister at Paris being fixed at a salary of 10,000*l.* a year, with a house, what do you think should be the pay of the Minister at St. Petersburg?—I can scarcely answer that question satisfactorily, because I am not aware what the expense of living at St. Petersburg is; but it is very expensive. I should think that it need not be quite so much at St. Petersburg as at Paris, because I think there are fewer English travellers there, and perhaps there are fewer entertainments than there are at Paris; but the living at Paris now is as dear, or dearer, than in London.

1042. Do you think that the pay, comparatively speaking, of the Minister at St. Petersburg being 7,000*l.* a year, is adequate as compared with the salary of the Minister at Paris?—I should think not.

1043. Do you think that the present salary of the Minister at Vienna is sufficient, that being 7,000*l.* a year, to enable him to maintain the position which our Minister ought to maintain there without trenching upon his private means?—Probably not; but I should say that I do not speak from any correct informa-

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tion; I should say that 7,000*l.* a year would be more inadequate for St. Petersburg than for Vienna.

1044. From your own experience at Madrid, I understood you to say that the salary there, which I believe is 5,000*l.*, and 500*l.* for a house, was not adequate to the position which the Minister ought to maintain?—I do not know what it is now; but I am sure that it was not when I was there.

1045. I understood you to say, that you thought the Secretaries of Embassies ought to have some allowance made to them during the time they are placed in the position of chargé d'affaires?—Yes, if they are there more than a month.

1046. If the Minister takes a holiday, which is generally considered desirable, and his absence lasts for three months, do you think it would be desirable that for one month of that time he should not be mulcted any of his pay?—Yes.

1047. But after that you think there should be some deduction?—Yes; that is to say, for the remuneration of his *locum tenens*, but not for the benefit of the public.

1048. Do you think it is desirable for the public service that a Minister should have any part of his salary deducted on account of absence, so that he would be in a worse position by being absent than if he were at his post?—I think that it would be more just if he were not to have any deductions made, during absence on limited leave, which it is not only fair but desirable that he should occasionally take; but on the other hand, I think that the Secretary of Legation, or Embassy, who occupies his place ought to be remunerated for his increased trouble and responsibility. I do not believe that Parliament would agree to pay that sum, and leave the Minister without any deductions, and I was suggesting that which I thought might be a minimum deduction from the Minister.

1049. Is there any reason why a Foreign Minister, absent with leave from his post, should have any deduction made from his salary, when other branches of the public service, for example, a military officer, may be absent on leave, and not be mulcted any part of his pay?—I see no reason why he should; but he always has been; and I was proposing only such an amelioration of his condition as I believe would be practicable; not exactly what I think would be just.

1050. The ground of the deduction is, I believe, that he is subject to less expense by not having to give representations, or fêtes, or entertainments, during the time of his absence?—That I believe is the ground of it; but I think it is generally fallacious; certainly he does not give dinners when absent, but he cannot well reduce his establishment; he cannot sell his horses or turn away his servants, and the dead weight of his expenses remains the same.

1051. You do not think that it is ordinarily practicable for a Minister greatly to diminish the expenses of his establishment during his absence, although he lives at his residence during no part of two or three months' time?—No, I think not, except merely in the exercise of hospitality; that is the only economy he can effect.

1052. Lord *Claud Hamilton.*] You stated in the earlier part of your evidence that you thought the Secretary of State had ample opportunities of making himself acquainted with the competency of gentlemen abroad by correspondence; is it not the case that the chief business of diplomacy is confined to one or two or three places, so that those who are not in those particular places have not that opportunity of distinguishing themselves and proving themselves personally efficient, and, if that be the case, I would ask you whether in justice to the profession, there should not be more frequent changes of the position in which each gentleman serves the Crown?—According to the greater importance of the business to be transacted in a mission will be the means of ascertaining more or less the ability of those to whom it is confided, but from every mission there is constant communication with the Secretary of State for Foreign Affairs. Of course, I do not mean to say that all our foreign Ministers, although I believe they are very zealous and capable of performing their duty satisfactorily to the public; I do not mean to say that the ability and intelligence of all of them is equal, or that merely for the purpose of giving them better opportunities I should make a change in the missions where the Ministers are doing well. If a man was not doing as well as I thought he might do, or ought to do, the business of a particular place, and there was another person who I thought was more capable, I should not have any objection to exchanging him, but merely to do it experimentally I should not think desirable; it would entail a great deal of trouble and expense on the Minister, and I do not think that the public service requires that.

1053. Mr.

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1053. Mr. *Hankey.*] Do you think that the allowance for outfit given to Ministers is sufficient to pay all the expenses of going out to join their missions?—They have 10 days' salary before they start; it entirely depends upon the nature of the journey; and, generally, the allowance for outfit is not sufficient. If a man has not anything, and has to buy everything to fit out an establishment, of course the sum is not nearly sufficient. In my case, I think it was 2,000 *l.* I had to furnish a house at Madrid, from Paris, and send my horses all the way from Calais, and 2,000 *l.* was not sufficient; but I should not say that it was matter of complaint.

1054. Sir *John Acton.*] Are despatches marked "secret and confidential" generally not intended to be published?—No; not those that are received at the Foreign Office.

1055. Is not that security enough for a foreign Government, and a reason why they should not be unwilling to communicate information, when it is said that they are "secret and confidential"?—Yes, certainly it would be security enough: but then there are other matters sent home in despatches which are not marked "secret and confidential," which they nevertheless dislike the publication of.

1056. Mr. *Layard.*] But the fact of "secret and confidential" being marked upon a despatch does not positively preclude the Government from giving it publicity?—Certainly not.

1057. Mr. *Grant Duff.*] Do you happen to know what is the whole annual amount which the Paris embassy costs the country, including a reasonable interest on the original expenditure on the house?—No, I do not.

1058. Have you ever considered whether the fact of Paris being brought so near to London by the telegraph does not render the Paris embassy rather less important than it formerly was?—No, I do not think it does.

1059. Supposing that the ambassador was called away from Paris for six months, and that a chargé-d'affaires was in charge, do not you suppose that that chargé-d'affaires, from being able to refer at any moment to the Foreign Office, would really carry on the business at the embassy just as well as the ambassador?—I do not think that he would have the same weight with the French Government, nor would he have the same opportunities of seeing the Emperor.

1060. Supposing that he was well understood to have the full confidence of the people at home and of the Foreign Office, do not you think that the fact of his representing this country would be sufficient to give him all due influence?—The fact of his representing this country would, of course, give weight to any communications that he had to make direct from the English Government; but I certainly do not think that he would have the same personal weight that a man of higher rank would have; and I do not think that it would be considered respectful by the French Government to have an inferior diplomatic person there; and I think that they would make that very manifest to him, and in a manner by which the public business would be prejudiced.

1061. You would think, even under a Republic, that it was still very important that a man of the highest rank should be sent thither?—I believe that a Republic would even be more sensitive about it than the Imperial Government; and that sending a man of lower rank to a Republic would be resented more by them than the Emperor.

1062. But supposing that France were to adopt the same plan, and to send to us an officer of lower rank, if it should strike both countries that they were spending a great deal more money than was necessary, when they might do the same thing equally well for less, by sending a person of lower rank, do you believe that it would make the slightest difference in the relations existing between the two countries?—Yes; first of all, I do not believe that the French government would do it, because it is quite contrary to their precedents and their practice; they would not, therefore, make it a general practice throughout their diplomacy, and they would object to make an exception by sending a person of lower rank to England, or receiving an agent of lower rank from England, because it would certainly be looked upon as a reciprocal slight, and as if the same value was no longer attached to our international relations.

1063. Mr. *Hope.*] With reference to sending representatives of lower rank than is now the custom to Paris, may I ask what was done when there was a republic in France?—If I recollect rightly—but I only speak from recollection—they made a particular point as to the diplomatic rank not being changed.

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1064. I believe they sent one of their most eminent men here?—Yes, they did.

1065. When you were at St. Petersburg as attaché, did you live with Sir Charles Bagot?—Yes.

1066. In his house?—Yes.

1067. At that time was it the custom generally for the attachés to live with the heads of their missions?—Yes; I cannot speak positively with regard to our missions, but I know it was the case there; and ten years afterwards, when I became Minister myself at Madrid, those members of the mission for whom there was room used to live in my house, and they dined there every day.

1068. It is stated that now it is not the practice generally for the heads of missions to give free living to the attachés, I presume that that would strengthen the argument in favour of paying them?—Yes, I think it would.

1069. And you would be ready to give them a commission at an earier period, in order that their pensions might begin to run?—Yes.

1070. Sir *Minto Farquhar.*] You would allow the time to run from their first appointment?—From the time of their receiving a commission.

1071. You would not give an unpaid attaché a commission from the time you appointed him?—No; but as soon as he became either third paid attaché, or third paid secretary.

1072. Mr. *Hope.*] You would have him first pass through a period of apprenticeship, and then pay him?—Yes.

1073. Which apprenticeship you would make short?—Yes.

1074. You were asked whether you thought that power of rapid locomotion which now exists ought to enable us to dispense with diplomatic agents; you have also been asked questions as to telegraphic communications; some persons are of opinion that telegraphic communications have made diplomatic agents more necessary than before, on account of the rapid and almost uninterrupted correspondence which goes on; is that your opinion?—Yes; I think that it makes more business.

1075. It makes more business to be conducted personally?—Yes. When a man used to send a despatch to which he could not get an answer for three weeks or a month it was very different; but now, when he can get an answer in a few hours, perhaps, it creates more business.

1076. With regard to the placing of juniors on their first going abroad, I find that Lord Cowley expresses this opinion; he thinks that all the juniors should have a turn "at one or other of the great courts, by which they will become better acquainted with matters of importance;" do you agree with that?—I think, as far as it is practicable, that it would be a great advantage to those young men.

1077. He also recommends that two years should be the utmost limit of a residence at one post?—I see no objection to that, as far as it is practicable to change them, but it may not always be possible. I should say that that would be about the rule that the Secretary of State would generally keep in his mind, to be acted upon as occasions arise.

1078. Would you pay the expenses incurred in going from one mission to another?—I think, when they are sent on the public service, that the expenses of their journeys ought always to be paid.

1079. With reference to their previous education, opinions have been given before this Committee that it was most important that they should have a good English education, so as to be imbued with English ideas and feelings to start with; is that your opinion?—Yes; I think that is very desirable. I should prefer men who had been educated at a public school, or had been at a university, for there are certain advantages to be derived there which are not got anywhere else, and I allude particularly to the formation of character; at a public school boys learn to be independent, manly, and unselfish; they learn too the importance of public opinion which within a great school or the university is usually as sound and as powerful as it is without, but they do not there acquire the knowledge which fits them for the active business of life, and without which it is impossible to advance in life; there are of course brilliant exceptions, but in general a boy leaves Eton or Harrow deplorably ignorant of the history and literature of his own and of other countries, of political economy, of geography, and, above all, of modern languages, and some of these deficiencies must be supplied before he can enter the public service.

1080. May I ask you whether, from your experience, young men who have been

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been educated in that way, although they have not acquired a very large amount of positive knowledge, have yet received such training as enables them to acquire knowledge with great facility afterwards?—That entirely depends upon the character of the individual.

1081. Have you not known young men who have come from schools with but little information acquired at those schools, and who yet have rapidly acquired information afterwards?—As I have said, that depends upon themselves; if a man becomes conscious of his ignorance, and is earnestly desirous to repair it, then he may do so.

1082. You stated that you attached great importance to speaking the French language?—Yes.

1083. Do you think the power of doing that can be acquired with facility after a young man has been appointed to a mission abroad; or do you think it is necessary that he should acquire fluency in speaking before he goes to his first mission?—I think that if he is well grounded in the language, and can read and translate it with ease and correctness, and he is then thrown into society where the language is spoken, he will very soon acquire it. He generally goes to Harrow or to Eton with a tolerable knowledge of French, and, if he forgets it there, he is able to recover it in the position I have supposed.

1084. You would not interrupt the home education for the mere purpose of enabling him to acquire fluency in speaking?—No.

1085. With reference to the disinclination of our attachés to go into foreign society abroad, which I understand is complained of, do you consider that that arises partly from our insular habits, and that young Englishmen do not naturally consort with the French?—That is a complaint often made of Englishmen, but I think at the same time that it is quite as much made at home as it is abroad; it is a complaint particularly loud now about young gentlemen; and when a man goes to a foreign town, where he knows nobody, and the society is not very agreeable to him, it is not very wonderful, I think, that he should prefer staying at home or going to a club; I do not think there is any more disinclination on the part of young Englishmen than on the part of others to mix in society.

1086. In short, your experience does not exactly bear out the charge that is made against the young men?—I think that, in general, they are not particularly fond of going into society, and indeed I did once consider it necessary to send out a circular admonishing the attachés, that it was their duty to go into society, not so much to amuse themselves, as to afford information to their chief.

1087. You have been asked questions as to employing persons in the diplomatic service who had not been brought up to diplomacy; an opinion is entertained by some, that a professional negociator, like a professional advocate, has an advantage in conducting business; does your experience lead you to think that he has such an advantage or not?—I think that a man who has had great experience in affairs is more likely to conduct them ably and successfully, than one who is wanting in that experience, but still I do not see that there is anything in our foreign affairs that a man of ability, and he certainly would be of ability who was selected for that purpose, would not be able to conduct.

1088. There is no special art required?—No; I think the special art that is required is this: to be perfectly honest, truthful and straightforward.

1089. Am I to understand your principle as regards private correspondence to be, that however much correspondence is carried on by private letters sufficient should be embodied in public despatches to leave on record in the office the grounds upon which every decision has been come to?—Everything, without exception; I consider that there is no decision come to by the Government, which is given effect to by the Foreign Office, of which there should not be a record forthcoming in the office.

1090. As far as your experience goes that has been the practice?—Certainly.

1091. Lord *Stanley.*] At the majority of the missions abroad, is there any staff corresponding to the permanent staff of the public office at home; for instance, if a minister arrives newly at the Court to which he is sent, would he find any one there who has had experience during 15 or 20 years of the place in which he is?—Not as a matter of course. He generally would, because he is certain that when he arrives there first, it is in consequence of a vacancy having been created, and he would there find a secretary of legation, or secretary of

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embassy, acting as chargé d'affaires, and who, therefore, would have a certain amount of experience of the locality and the business there done.

1092. But it would probably be the experience of only three or four years?—Of course it would be according to the time that he had been there; but there are no permanent *adscripti glebæ.*

1093. There is no person in the position of, or analogous to a chief clerk, or an under secretary at home, who can carry on the traditions of the department for a period like a quarter of a century?—The only person who could in any way do so, would be the member of the legation who had the charge of the archives.

1094. Their position is a very limited one, that of merely superintending the records?—There is only one instance, I think, which is in Paris, where there is an archivist, but that is on account of the enormous mass of correspondence, that somebody is specially charged with the care of; there is no such officer at the missions generally.

1095. Do you think it would be an advantage if a provision were made to have some one person, call him by what name you will, who should be permanently stationed at a mission, and therefore be able to assist a newly arrived minister with information?—I do not think that necessary. Before a minister goes to his mission, all the papers are shown to him at the Foreign Office, relating either to the current business, or to questions of importance. I think he always goes well informed, and he would know what further information to ask for when he goes there.

1096. I will draw your attention to a letter of Mr. Christie's, in which he recommends something of the character mentioned in the question put by Lord Stanley. He says, "there is no legation in which there would not be advantage in the presence of an officer of the class of clerk, or what is called in the French service '*chancelier*,' who lived in the country, or not liable to frequent changes of place like attachés, would be familiar not only with the language, but with the customs of the place, would be well acquainted with the minor officials, and capable of advising a new minister in matters requiring local knowledge, and of settling many questions which only require for settlement a good understanding with police or other authorities, would keep the archives in order among the many mutations of ministers, secretary, and attachés, and would do much of the work usually done by attachés. There is hardly a foreign capital in which some respectable Englishman already settled there, might not be found capable of filling such a post, and willing to undertake it for a reasonable salary, even without a prospect of advancement; hopes of advancement might, however, be furnished by occasional promotions to consular appointments. The duties of such officers would of course be more arduous, and require higher intelligence and education in some missions than in others, where a translator is wanted; the clerk might also be translator, as is the case in the Brazilian mission." Do you not think that in some cases where ministers cannot be expected to be at once familiar with the language of the countries to which they go, some such permanent officer might be useful?—Yes, no doubt he would; and there was such a person at Madrid; he was translator, and used to take care of the archives, and he was a very valuable public servant; and it might be an advantage to all missions to have such men, but it would be a very considerable increase of expense which I do not think is absolutely necessary; the person to whom I have referred was particularly useful to me there, as I always sent a Spanish translation of the English notes that I addressed to the Government, I being responsible only for the English.

1097. Sir *Minto Farquhar.*] A person of that kind in the South American missions might be very useful?—Yes; very useful indeed.

1098. Mr. *Hope.*] You seem to entertain some doubt about dispensing with the office of translator at home. I suppose that cases may arise in which the most accurate grammatical knowledge is necessary in the interpretation of documents at the Foreign Office?—Certainly.

1099. And although a person might possess a good general knowledge of a language, yet, when he came to weigh the full force of particular words and expressions, you would be sorry to trust entirely to him?—Yes.

1100. *Chairman.*] When you were Minister, had you a private secretary?—Yes, I had.

1101. Do you think it advisable that a private secretary should be a member of

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of a mission, or merely a friend of the head of the mission?—I think it is desirable that he should be; as it prevents awkwardnesses if he is a member of the mission. In my case, my private secretary was a friend of mine, a man of considerable literary eminence, but he was paid by myself; there was no allowance for him. After a little time, Lord Palmerston had the kindness to attach him to the mission, and he became afterwards a distinguished member of our diplomatic service.

1102. Do you think there would be an advantage in a Minister selecting both as a compliment and as a means of remuneration the ablest of his attachés for the office of private secretary, thus giving him a little more to do, and making him more important?—I think there would, if the attaché was willing. But an attaché might not choose to receive a salary from a minister, and a minister might hesitate to employ an attaché without remunerating him for his labour.

1103. Might it not be advisable that in a large mission the office of private secretary should be officially recognised as in our public departments?—I think that the private secretary ought to be attached to the mission; I think it would save both himself and others from disagreeable occurrences which might take place; otherwise I do not see that the Government should be called upon to pay for the private secretary.

1104. Why not pay for the private secretary in the same way as in the Foreign Office, or in other public offices, where he is indispensable?—It is supposed that a foreign secretary has so much to do, that it is impossible for him to get on without the assistance of a private secretary, and that is true; but, at the same time, neither of the Under Secretaries at the Foreign Office, who have a great deal more to do than our ministers abroad, is allowed a private secretary.

1105. Sir *Minto Farquhar.*] Sir Frederick Lamb always employed the first attaché at Vienna as his private secretary, and, in the absence of the first attaché he selected the next to him?—Yes.

1106. Do you not think that that was a great encouragement to those attachés, and likely to be of essential service to them?—Yes; I should think it was, if they had no objection to perform the duty.

1107. Mr. *Layard.*] Do you think it would be possible to have an open competition for diplomatic appointments?—No; and I do not think it would be advisable.

1108. You do not think that the profession could, with advantage to the public service, be thrown open to general competition?—No, I do not think it would be useful. I do not think that you would get the sort of individual that you required; you might have a man who would pass a very good examination indeed, and yet not be the sort of man that would be useful in diplomacy. I think that the safest way, and the best way for the public service would be, that the Secretary of State should select three or four persons, any one of whom he might consider fit from position, or acquirements, to hold a diplomatic appointment, and let them compete with each other, in order that the public service should get the best of them. In that way, I think you would always have a person sufficiently well informed, and possessing a sufficient amount of acquirements to discharge the duty required of him efficiently.

1109. Do you think that there could be a limited competition; that is to say, that a selected number of gentlemen should compete, and the best of them have the appointment?—I see no objection to that; the same as in the Foreign Office.

1110. Sir *Minto Farquhar.*] Leaving the nomination entirely to the Secretary of State?—Yes.

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Lunæ, 6° *die Maii*, 1861.

MEMBERS PRESENT.

Sir John Acton.	Mr. Hope.
Mr. Disraeli.	Mr. Layard.
Mr. Grant Duff.	Mr. Monckton Milnes.
Sir Minto Farquhar.	Lord Stanley.
Mr. FitzGerald.	The Judge Advocate.
Lord Claud Hamilton.	Lord Harry Vane.
Mr. Hankey.	

MR. MONCKTON MILNES, IN THE CHAIR.

Sir *Andrew Buchanan*, called in; and Examined.

Sir *A. Buchanan.*

6 May 1861.

1111. *Chairman.*] I BELIEVE you entered the Diplomatic Service in the year 1825?—I did.

1112. And since that time you have been employed at Constantinople, Washington, St. Petersburg, Florence, and in Switzerland; you were Minister Plenipotentiary at Copenhagen from 1853, and you were transferred to Madrid in 1858?—I was.

1113. You are now, I believe, Minister Plenipotentiary at the Hague?—I have been appointed Minister Plenipotentiary at the Hague; I have not been there yet.

1114. How long were you unpaid attaché before you received an appointment?—Five years.

1115. How long was it after you entered the service before you received a commission?—I think 16 years; I received my first commission in 1841.

1116. Would you now be entitled to a pension?—Yes, to a second class pension; but two or three years ago I should not have been entitled to anything; when I left Copenhagen I think I should have been entitled to nothing, if I recollect rightly.

1117. Do you think that the present arrangement with regard to the diplomatic pensions unsatisfactory?—I do.

1118. Do you see any reason why diplomatic pensions should not be assimulated to those of other civil servants of the Crown?—I have not thought upon that subject; but I think that the time for diplomatic servants ought to count, at all events, from their being paid attachés, if not from their first entrance into the service.

1119. There has been a good deal of inquiry before this Committee as to the advisability of paying young men such salaries as they would receive if they were clerks in the Foreign Office on their entrance, or soon after their entrance into the service, would that, in your opinion, improve the Diplomatic Service?—I do not think it would improve the service, but I think it might be fair to the young men who are employed as unpaid attachés; I cannot say that I ever found an unpaid attaché a less willing servant of the Government than a paid one.

1120. Has the service assumed a different character since you first entered it; has it become more of a career, and more of a profession?—I do not think that there has been any great change since I entered it.

1121. Was not it the custom at that time, when you first entered the service, to regard the unpaid attachéship rather as a matter of social convenience, than as necessarily employing a devotion to that particular service?—I do not think so; I think that all young men who came into the service at the same time that I did considered it a profession into which they were entering; I have known, however, instances of gentlemen being attached to special embassies for a short time, but I think only one or two instances.

1122. Do you think that it is an advantage to a person employed in the Diplomatic Service, that he should, particularly in the earlier part of that service, be frequently transferred from one post to another?—I think that it might be an advantage to a young man himself that he should see more of the world and have an opportunity of acquiring several languages by being moved from one place to another after, say, two or three years' service. I think that it would be unfair

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at a large mission like that of Paris, where much business is transacted, that the same men should always remain there, and that other young men should not have an opportunity of being employed there also.

1123. In the different missions at which you have been employed, have you seen any inconvenience arising from the absence of such a permanent officer as would answer to the Chancelier in the Foreign Legations who, I believe, is an officer not recognised in our service?—No, I do not think that any inconvenience arises from the absence of an officer of that kind, generally speaking, but I think that in Spain, for instance, there ought to be a permanent officer who was thoroughly acquainted with the Spanish language; I had to carry on a good deal of business confidentially with different departments of the Government, and unless I had had some one who could write Spanish correctly, I should have been put to considerable inconvenience.

1124. Would not that equally apply to Portugal and to the missions in South America where the languages are not supposed to be generally known?—I should say that it would also apply to missions in those countries.

1125. Did the person, through whom you transacted this business, occupy any recognised position in the mission?—Yes; he held the appointment of clerk and librarian to the Embassy, and also a commission as consul, in order that he might transact such consular business as might be required. This was not the case when I went to Madrid; the office of translator alone being then held by a Spaniard, who had held it for 20 years. He was superannuated on account of bad health; and a gentleman, who had been appointed clerk to the Embassy, was appointed translator also, at my recommendation.

1126. Do you think it advisable that the clerk and translator should always be an Englishman?—Yes, if a qualified person can be found; but it is difficult to find an Englishman who is sufficiently acquainted with the Spanish language to perform the duties of translator. I suggested, at the same time, that a young gentleman should be attached to the consulate, who might look forward to be appointed successor to the consul and translator if he should find employment elsewhere.

1127. Would there be any difficulty in finding some young resident gentleman, connected either with mercantile pursuits, or in some other way connected with the country, who could be entrusted with that charge?—No, I should think not; a gentleman lately attached to the consulate as assistant translator is the son of the consul at Bayonne. He came to Madrid with a very fair knowledge of the Spanish language.

1128. What salary does he receive?—£. 70 a year. The former translator received 130 *l.*, and, upon his resigning, I proposed to Lord John Russell that the librarian should have 50 *l.* added to his salary, and be employed as translator, and that the rest should be laid out in finding some one to give him assistance.

1129. Was the Spanish gentleman, who held the office before, formally attached to the Embassy?—He had been employed for about 20 years as translator to the mission.

1130. Was he paid by this country?—Yes, his salary was included in the extras of the legation.

1131. After the experience which you have had of the Diplomatic Service of this country, is it your impression that upon the whole it is as well paid as the Diplomatic Service of other countries?—Perhaps it is; the salaries that we receive are higher than those paid by other countries; but I do not think, with all that, that we are so well paid; I do not know why it is, but I think that foreigners are better paid on lower salaries than we are upon higher ones. Our daily expenditure appears to be greater.

1132. Do you think they receive more for outfit and for extra expenses than the diplomatic servants of this country?—I do not think they do, although I am not well acquainted with what they do receive.

1133. Upon the whole is it the result of your experience that our diplomatic servants are able to represent their country with their present salaries as well as the ministers of other countries?—I found that at Madrid the French Embassador was not paid more than I was, but he gave larger *fêtes* than I ever gave; and at the same time I found that my salary was inadequate to my actual expenditure. There was more apparent show in the establishment of the French Embassador than there was in mine.

1134. Have you found a very great difference in the expenditure necessary in

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in the countries in which you have been located?—Yes; a very considerable difference.

1135. Do you think that that difference is sufficiently considered in reference to the salaries?—Perhaps it is, but I do not think that a minister is paid sufficiently for the way in which he lives. Perhaps he ought to spend less; but I have always adopted the establishment of my predecessor as that which I ought to keep; and I have always found my salary inadequate to maintain it. I think that this arises very much from the increased expense of living abroad. We have not changed our establishments while the expense of living has become much greater.

1136. In your experience has the cost of living in foreign countries very much increased?—It has very much increased. I had an opportunity of ascertaining how much when I was at Copenhagen. The Danish Government instituted an inquiry into the subject with a view to the payment of their own servants, and if I recollect rightly, it appeared that the price of corn had risen in 20 years 60 per cent., and almost all the other necessaries of life from 25 to 45 per cent. A report was submitted to the Diet on the subject.

1137. What was the amount of your salary at Copenhagen?—£. 3,600

1138. Had you anything additional for extras?—I received 400 *l.* for house-rent.

1139. Do you think it would be convenient, and also economical, if a house were purchased, to belong to the Government, in which the minister should reside?—I think that a permanent legation house would be a great convenience; perhaps it would be better that the Government should hire a furnished house, the landlord of which should be bound to repair the house and furniture from time to time.

1140. I believe the Government has a house at Madrid?—Yes, but it is unfurnished.

1141. Had you a house at Copenhagen?—No. It is a great inconvenience to a minister to be obliged to furnish a house, especially if it is a very large house. At Madrid the house is large, and I think that it cost me from 3,000 *l.* to 4,000*l.* to move from Copenhagen to Madrid. I consequently was a great loser when I came away.

1142. Having an unfurnished house, you therefore did not relieve the in-coming tenant, so to say, of any inconvenience?—Not of much. It is very difficult for a minister to find a house at once; at this moment I have taken a house at the Hague, which was occupied by Lord Napier, and I have been obliged to pay the rent for some months before my arrival. Lord Napier was there for six months before he could get a house.

1143. I believe the house at Madrid has been very expensive?—Yes; it was taken at a low rent, for a term of 20 years, the Government undertaking the repairs; and when Sir Henry Bulwer was at Madrid he laid out a considerable sum of money upon it. House-rent at Madrid has since become very expensive. My Russian colleague occupied a well-furnished house, which was not more convenient than mine, and he paid 1,600 *l.* a year for it. It has since been let, I believe, for 1,200*l.* a year to a Spaniard.

1144. What rent does the Government now pay for their house?—They only pay 400 *l.* a year; and as the house is an old one, it might be bought for about 8,000 *l.* I have mentioned this to the Government, but they are unwilling to purchase it, and perhaps they are right.

1145. Is there not this inconvenience in having a house the property of the Government, that it may be too large for a minister who happens to have no family or but a small one, and hardly sufficiently commodious for a minister who has a large establishment?—A house ought to be large, in order to have large public rooms fitted for receptions; and a house of that kind generally speaking, has sufficient accommodation for a family, though perhaps not always.

1146. When you first entered the public service, was there any examination of attachés?—None.

1147. Was there any examination as to any kind of qualifications for the service?—None whatever.

1148. Do you approve of the introduction of the present system of examination?—I think it is certainly an improvement; but I think that if a university degree were accepted as a sufficient qualification for admission to the diplomatic service a great many young men might be induced to go to an English university who

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who now prefer going abroad to learn French and German. I think it would be very advantageous for a young man to have been at a university, and I regret very much that I was not at one myself. I began my career at a very early age. I was only eighteen when I went to Constantinople, where Lord Stratford de Redcliffe was ambassador. He employed me confidentially, almost immediately after my arrival; and I had, consequently, during the first two or three years of my service, very little time to educate myself. I consider those years to have been most useful to me, from my having served under Lord Stratford de Redcliffe; but still if I had received an education at college previously, it would have been better for me.

1149. Would you approve of a limitation of age as to first entrance into the service?—I think that a young man ought not to enter the service until he is 21 years of age, as he has not time to educate himself afterwards. At Madrid my attachés were always obliged to be in the Chancery from 12 o'clock until three; when if there was not anything particular to do they were allowed to leave, but they returned at five and remained till seven. That was the every day practice; and a young man who does that, and is also supposed to go into society, has not much time to educate himself.

1150. Were those gentlemen generally acquainted with the Spanish language? —None of them when they first arrived, but they all, in a very short time, acquired it sufficiently to be able to translate Spanish into English.

1151. Do you not think that it would be advantageous, if possible, to anticipate that knowledge which they require, and that every young man should know something of the language of the country to which he was going?—It would naturally be advantageous, but it would be hard, I think, to expect a young man to be acquainted with all the languages in Europe before he starts in the world; if he has a fair knowledge of French, I think, it is all that can be expected of him at first, and he will become acquainted by removal from place to place with the languages of other countries. In two years I think he might acquire a fair knowledge of a language.

1152. Do you mean the free use of the language in speaking it?—Yes; I think that he might learn to speak it by two years' residence in the country.

1153. Is not the free and ready use of the French language very difficult to acquire late in life?—It certainly is; but I think it is better that a man should be educated at home, than that he should go abroad to learn French.

1154. Do you think that the comparative inability of our young men to speak French creates a disinclination on their part generally to mix in society? —No, I do not think that it has the slightest influence upon the social life of young Englishmen, or that it prevents their going into society.

1155. You have not found that the English Diplomatic Service is the only one on the continent in which a complete command of the French language is not considered a necessary qualification?—In the first place most foreign chanceries use French as their language. All their despatches are written in French, but an English diplomatist is no trequired to do this, nor is he allowed to do it; he is not allowed to write any official document except in English, and it may therefore be said that he is not required to have the same thorough knowledge of French as foreigners generally have.

1156. If he does not know it very correctly already, he has less means of learning the language by means of his daily business, than if he were a native of any other country?—Yes. It may be also said that French is the language of society in almost every country except England.

1157. Have you seen practical inconveniences result from an incompetent knowledge of the French language on the part of our diplomatic servants?—No, I cannot say that I recollect an instance of the kind.

1158. Have you felt any inconveniences with regard to delays in the payment of your official salary?—None whatever. My salary is always paid within three weeks or a month after it is due. Some years ago this was not the case, but the salaries ought to be received within a month after they are due.

1159. Why should there be any delay in the payment of the salary?—It must be the fault of the agent in the Foreign Office if it is not paid. I believe that my salary is transmitted to my banker immediately after my agent receives it.

1160. Do you suppose that your agent does not receive it within a month?— No. We have to send life certificates to the chief clerk before our salaries are

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applied for, and he does not apply for each man's salary as he receives his certificate, but sends in a batch of certificates. It at one time takes a week or ten days, I believe, before he can send in those certificates, and I suppose the Treasury detain them some days before they issue the warrants for the money.

1161. Do you know whether in other services they are required to send in life certificates?—I am not aware. In some services I believe that the diplomatic salaries are paid once a month, and it would be very convenient to ministers to receive their salaries once a month, as they have a large monthly expenditure.

1162. Are ministers occasionally put to considerable inconvenience in the payment of extraordinaries?—They were so formerly at some missions. A month before I left Madrid a change was introduced into the system of paying extraordinaries, and I was authorized to draw monthly on account of extraordinaries a certain sum for the average expenditure of the month.

1163. Was that in your opinion a very great improvement?—Yes.

1164. Mr. *FitzGerald.*] Was that change a general one?—I do not know to how many missions it has been applied; I have had as much as 900 *l.* to draw for extraordinaries in a quarter, which was a very large sum for a minister to advance to the Government.

1165. Lord *Harry Vane.*] That was previously?—Yes.

1166. *Chairman.*] By whom is the average struck; is it struck by the minister?—I suppose it is arranged in the Foreign Office.

1167. Is the sum sufficient?—I did not look very much into the case, as I was coming away; but I think it is very nearly sufficient; I had only to draw about 150 *l.* for extraordinaries in the last quarter more than the amount advanced to me by the Government.

1168. Lord *Harry Vane.*] The money is repaid to you, is it not, after a short time?—Yes; according to the old system.

1169. Mr. *FitzGerald.*] Do you draw money in anticipation?—I was entitled to draw 150 *l.*, on the 1st of February, 150 *l.* on the 1st of March, and 200 *l.* on the 1st of April.

1170. When you were entitled to draw on the 1st of February, was that in repayment of money advanced by you during the month of January?—It was rather that I should be in funds to pay anything that might be necessary. The first accounts would come in at the end of the month of January, and then I was allowed to draw 150 *l.*

1171. Lord *Harry Vane.*] As the sums were for varying amounts, I suppose that the average of each month was taken from the averages of previous years?—Probably.

1172. Can you state why the averages should vary in different months?—In the last month of the quarter there would be more accounts coming in. Accounts that are only paid quarterly, such as accounts for telegrams, are sent in at the end of the quarter.

1173. After all, although a system of averages has been adopted, yet still the amount must be a varying quantity?—That is true; for instance, during the Morocco war I had to draw very largely for telegrams, and my extraordinaries were nearly doubled.

1174. In those cases what was the process adopted; did you apply beforehand for certain moneys to place you in funds, or did you yourself advance the money for those extraordinary charges?—I advanced them myself; the new system had not begun then.

1175. What is the practice now, since the establishment of the new system, with respect to those extraordinaries which are not ordinary extraordinaries?—A minister must advance the money, and wait until his accounts are passed before he is repaid.

1176. Is there any delay before he is reimbursed by the payment of any of these extraordinary amounts?—No, I think not; I believe that the accounts are examined almost immediately after they go home, and in the course of the following quarter he is repaid; he probably advances the money for two or three months, not longer.

1177. If he is paid monthly it is in his power, supposing he is called upon for larger disbursements in any given month than the ordinary average, to send in a statement of the amount, and to be reimbursed in the next month?—No; he would have an account current with the Government, and, practically, he would be

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be reimbursed in the next month if he did not expend all that he received during the next month, which probably he would not do.

1178. Then that current account is not satisfactorily arranged until the end of the quarter?—No; he may receive more from his monthly drafts than he expends, and then that sum will be carried to the next account.

1179. At present, therefore, there is no grievance of a practical kind with respect to advances which a minister is called upon to make for extraordinaries?—I should think not.

1180. You have stated in answer to questions put to you that you thought that English diplomatists were paid rather higher salaries than foreign diplomatists?—Yes, I think so.

1181. But you also stated that you thought they were called upon to spend more than foreign diplomatists; can you explain exactly the reason why you entertain that opinion?—The only reason I have for entertaining that opinion is, that I found the French ambassador lived apparently better than I did, and that he gave larger and more frequent entertainments, though I believe that he was living within his salary, while I was exceeding mine. I cannot account for this or explain why it should be.

1182. Do you think that the explanation of that is to be found in the more expensive habits of Englishmen?—I think so; their daily manner of living is more expensive.

1183. More expensive than that of foreigners?—Yes.

1184. Was your establishment larger than that of the French ambassador?—Apparently not.

1185. You have stated that the expense of living has very much increased in Copenhagen, is that the case also at Madrid?—I believe very much so.

1186. Are you not of opinion that the expense of living has increased in pretty much the same proportion all over the continent?—I believe so.

1187. Are you aware of what the increase in the expense of living at Vienna has been?—I have no means of knowing that.

1188. Therefore you think that the salaries which were amply sufficient in former times hardly place the diplomatist in the same position in which he was in those times?—That is my opinion.

1189. Upon the whole, are you not still of opinion that an English diplomatist, comparing himself with a foreign diplomatist, has no reason to complain of the niggardliness of his Government?—I am not quite sure of that; I was for five years in Denmark, and I left Copenhagen, having spent what means I had of my own, and having sunk 1,000 *l.*; and I find that the same result has attended my residence in Spain; I diminished my own fortune by 1,000 *l.* while I was in Madrid.

1190. You had expended, out of your own resources, 1,000 *l.* more than you received from the Government?—I expended 1,500 *l.* a year more than I received from the Government, and 1,000 *l.* of capital besides.

1191. Is it not the fact that that greater expenditure proceeds from the more liberal mode of living which has been the established or traditional custom of English ministers, rather than from any other cause?—Yes; I think that it is very essential that a minister should see a great deal of company, for he cannot otherwise become acquainted with a great many official persons whom it is very necessary that he should know. He can only become acquainted with them in his own house, and he can only invite them to it as members of the general society.

1192. Have you, or have you not, found in those capitals where you have been accredited minister, namely, in Copenhagen and Madrid, that the expense entailed upon you by the reception of passing travellers was a considerable item in your expenditure?—It naturally adds a little to it, but not materially; I have spent my money principally in seeing the people of the country, because I think it is almost impossible for a minister to have any influence in a foreign country, even in small matters, unless he knows a great many persons.

1193. Does not the French embassador or minister receive to the same degree as the English embassador or minister?—Yes, I should say he did.

1194. His salary being of an inferior amount, generally speaking?—Yes, I think it is.

1195. Have you generally found that the Russian ministers are rather highly paid?—I believe that they are highly paid, and many of them are men of large fortune. My late Russian colleague in Spain was a man of very large fortune,

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and I believe that the Russian Government waited for a considerable time after his death before they appointed his successor, in the hope that they might find another man equally rich to take the appointment.

1196. You stated in answer to a question put to you on the subject of unpaid attachés that you never had found any difference between a paid attaché and an unpaid attaché; that both were about equally willing to work?—Quite the same.

1197. Are they more rapidly appointed now to paid attachéships than they were before the service became more of a profession?—Yes, I think they are.

1198. Therefore in that respect the attachés of the present day have less to complain of than they had in former times?—Yes; there are more paid appointments than there were when I first entered the profession.

1199. And young men spend a shorter period of time as unpaid attachés than they did when you entered the profession?—I think so.

1200. Therefore, as far as that goes, they have less reason to complain now than formerly?—Yes, I think so.

1201. Mr. *Layard.*] Will you state what the extraordinaries of a mission are for which you are entitled to draw?—That depends upon the missions. I think at Madrid the extraordinaries generally consisted of postages, telegrams, the salaries of the chancery servant, and the translator. There were also pensions to old servants of the legation.

1202. Did that include secret service money?—No.

1203. I see that in a circular issued by Lord John Russell, on the 20th of January, he calls the attention of the heads of missions to the fact of private messages and business being transacted through the embassies and missions?—Yes, he did so.

1204. Was there any cause, in your opinion, for that complaint?—I think not; I think that very few private messages are sent.

1205. Can you give the Committee a sketch of the work in a mission that is thrown upon the secretary of the mission, and upon the attachés?—Their principal duty is keeping the archives, and copying.

1206. You stated, I think, just now that the number of hours, during which the attachés were called upon to work at Madrid, did not amount to more than five hours?—Yes.

1207. Is that about the average number of hours during which they work?—I think that the paid attaché used to come to the legation generally at 10 o'clock, and he remained there during the greater part of the day. The junior attachés used to come at 12 o'clock, and remain till three, and then come for two hours afterwards; but if there was anything to be done they remained all day; and on the messenger days, they came at 11 o'clock. They were also liable to be sent for at any moment that they might be wanted, after dinner, or at any hour; and they were sometimes in the chancery till three or four o'clock in the morning.

1208. *Chairman.*] Did you exact more regular work from the paid attaché than from the unpaid attaché?—No, exactly the same. When the negociations were taking place during the war in Morocco, my attachés used frequently to leave the mission at three o'clock in the morning.

1209. Mr. *Layard.*] Do you think that the work they have to perform is sufficient to occupy the attachés and other members of a mission?—I think so.

1210. Will you be good enough to state what are the relations between the head of a mission and the secretary of embassy?—That depends, I think, very much upon the minister and his secretary. The secretary of the embassy ought, properly speaking, to conduct the affairs of the chancery; that is his special duty, and any other occupation that he may have must depend very much upon the chief of the mission.

1211. Practically, has a secretary of embassy, or a secretary of mission, had charge of the chancery?—In many cases he has; when I was secretary of embassy I took the entire charge of the chancery.

1212. Do you approve of the circular despatch of Lord John Russell, dated the 6th November?—Yes, I think that it is a very proper circular.

1213. Do you think it is advisable to give the head of a mission a definite period of absence every year?—I think that if the same rule were applied to heads of missions that has been laid down for secretaries and attachés, it would be

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be very fair. In a late circular, Lord John Russell stated, that as heads of missions were relieved from representation while they were absent from their posts, he saw no occasion to make any change in the rules affecting them. I therefore took the liberty of observing that the heads of missions were not relieved from representation when they took short leaves of absence, as representation consists in keeping up a large establishment, having expensive servants, and a good many horses, and all these must be maintained when a minister is absent.

1214. Do you think it advisable to give to the heads of missions a limited period of absence, and to continue their pay?—Yes; because the tendency of the present system is to induce a minister to absent himself for a long time from his post, in order that he may break up his establishment.

1215. How are the archives kept in a mission?—On the same principle as in the Foreign Office. If there is no librarian a paid attaché is responsible for their being kept in good order.

1216. You do not think it advisable that there should be a regular keeper of the archives?—No; in some missions it would be an advantage, but it would require a large one to afford it.

1217. When the head of a mission leaves his post for a time, where are the archives deposited?—They remain in his house.

1218. Suppose he does not retain them in his house?—Then they are deposited in the house of the secretary of legation.

1219. They are transferred from one house to another?—Yes, they are, and it is very inconvenient to move them. I have seen the archives in St. Petersburgh moved twice or three times in the same year.

1220. Those archives which are kept in the office are important documents and despatches?—Yes.

1221. Are copies of the private correspondence of the head of the mission upon public business with the minister at home kept?—No; such correspondence is not known to the mission.

1222. You have, I suppose, paid the usual charges to a clerk in the Foreign Office for receiving your salary?—Yes.

1223. Is that, in your opinion, a good arrangement?—I do not think that it is objectionable.

1224. I believe you think it necessary that a man when he goes into the Diplomatic Service should have a small independent fortune of his own?—Yes; I think he ought to have some means of his own.

1225. Mr. *Hankey.*] You stated that the house at Madrid cost 400*l.* a year?—Yes.

1226. If the minister was now required to rent a house himself, could he do it for 400*l.* a year?—I do not think he could. The American minister did get an unfurnished house two years ago for 500*l.* a year; but in a bad situation, near a barrack.

1227. That would not have been a position that you would have considered adequate or desirable for your mission?—No; I should have preferred a house in another part of the town; and nearer the public offices.

1228. What would be the probable price that you would have to pay at Madrid for a house?—I think when the lease of the present house terminates, if the Government choose to keep it, they will have to pay at least 600*l.* a year for it.

1229. That is for a term of years?—Yes.

1230. If the minister had to hire a house, of course he would have to take it by the year?—No; ministers generally take their houses for a term of years, with the power of giving them up in three months if they should be called from the country.

1231. Can a minister take a house upon as advantageous terms in that way as if the Government were to take it for a term of years?—No.

1232. Would the difference in the amount of rent be, in your opinion, considerable?—It is very difficult for me to express any opinion upon that point.

1233. Do you consider it an advantageous arrangement, in an economical point of view, for the Government to rent a house for a term of years, even if the amount paid is deducted from the salary of the minister?—Yes.

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1234. Do you think it would be advantageous to the public interests?—Yes.

1235. Do you consider the present arrangement under which a minister may arrive at one of those places where there is no official residence a disadvantageous one for the public interest?—Yes.

1236. Do you consider it would be a good arrangement if a house were taken totally unfurnished?—I think it would be better if it were taken furnished.

1237. Is not a minister put to very considerable and needless expense by having to furnish a house at every mission to which he is sent?—Certainly, because he loses 50 per cent. when he sells his furniture.

1238. Is the allowance for outfit sufficient to meet that?—No, not nearly sufficient to meet it.

1239. What was the amount of your outfit when you went to Madrid?—One thousand pounds; and I suppose it cost me between 3,000*l.* and 4,000*l.* to get into my house.

1240. And you did not consider that, having expended that money, you had laid out money to any unnecessary degree?—No, certainly not.

1241. What you expended was necessary?—Yes.

1242. I believe you had to advance 900*l.* lately for extra expenses?—Yes.

1243. How soon were you repaid that money?—Within three months.

1244. Has it ever happened that you have had to borrow money at Madrid, and to pay interest upon the money borrowed?—Yes, it has.

1245. Do you think that it is a fair arrangement to expect a minister to advance money out of his own funds on account of the public service?—No; but I think that grievance has been redressed.

1246. I understood you to say that that 900*l.* which you were called upon to advance, was not repaid for several months?—Not for several months afterwards.

1247. Therefore you had to borrow money, and pay interest for that money?—Yes, I had.

1248. And even that would not be repaid for some months under the existing arrangements?—If my extras had exceeded by 900*l.* the allowance which the Government makes me, merely to meet the ordinary extras of my mission, I should have had of course to borrow the money, or to have found it in some way, and I should not have been repaid for three months.

1249. Practically that has been the case with you lately?—Not since the new arrangement has been made.

1250. I think you stated that during every year you have been a minister, you have always had to pay something out of your private property towards your current expenses?—Yes.

1251. Does that same remark apply to the whole of the time you have been minister?—Yes.

1252. So that you are a poorer man now than you were when you first became a minister?—I am.

1253. Certain deductions are made, are there not, from the salary of the minister during his absence?—Yes.

1254. And whenever he is absent for a certain period of time?—Yes, one-half.

1255. Upon what grounds is that deduction made?—Because he is supposed to be put to less expense when absent; that is to say, to no expense for representation.

1256. Is it practically the case, that a minister is able to reduce his expenditure during the time he is absent?—No; I have already explained that he cannot.

1257. Do you consider it is desirable that the unpaid attachés should be considered very much as a part of the household of the minister, and have the run, as it were, of the minister's house?—I think that a minister ought to treat his attachés as friends; not altogether perhaps as part of his family, but very much as if they were so.

1258. Has any change taken place in that respect since you commenced your career?—Yes, a very great change.

1259. What was the practice when you were attaché in America?—I lived with the

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the chief of the mission, in his house; in fact, I lived entirely as a member of his family.

1260. Do you think that the change which has taken place is at all to be attributed to the increased expense of living at the various courts, so that a minister has not the same amount of money at his command now as he had formerly?—I think so.

1261. Have you found that a difficulty yourself?—Yes: when I was chargé d'affaires at St. Petersburg, my attachés dined with me every day, and I maintained the same system at Copenhagen; but when I went to Madrid I had a large staff, and I found that I could not afford to receive them every day.

1262. You have been deterred from doing what you thought advantageous with regard to unpaid attachés, on account of your great expenditure, and not wishing to increase that expenditure unduly?—Yes, certainly.

1263. I think you have stated that unpaid attachés do not remain so long, in your opinion, unpaid now as they did when you first commenced your career?—I think not; but I cannot speak with great certainty upon that point.

1264. Is it in your opinion desirable that the unpaid attachés should remain in that position for above three, four or five years?—Certainly not.

1265. Would it be desirable to change the name of the paid attachés to that of secretaries?—I think it would, inasmuch as young men occupying the same position in other legations have the title of secretary, and assume a superiority over the attachés to English legations, which they ought not to do.

1266. You think that it would be considered an advantage to the service if they were called secretaries when they ceased to be unpaid attachés?—Yes, I think it would.

1267. Mr. *Fitzgerald.*] Will you be kind enough to explain how the decision is arrived at as to the scale of outfit to be allowed to a minister, or is it the fact that he receives the first scale on his first appointment, and the second scale on his first change, and so on?—Yes; when he is first appointed he receives the full outfit of the mission to which he is nominated, and if he is removed, he receives two-thirds of the outfit which is allowed to the mission to which he goes. He receives two-thirds only on his second appointment, and half on his third appointment and on any subsequent appointment. It is not a fair arrangement, because much depends upon whether a man begins at a large mission or a small one. I was appointed originally to Switzerland, and I received I think, 900 *l.* for my outfit: I was then removed to Copenhagen, when I received two-thirds of, I think, 1,100 *l.*

1268. Upon your removal to your mission, of course you were put to a great expense; did you only then get the reduced amount?—Yes; when I went to Madrid I only received 1,000 *l.*, instead of 2,000 *l.* It is true that I carried some plate with me, which I had procured at first.

1269. It may easily happen, may it not, that a removal, if it is from one place to another, where the salary is the same, may be an absolute loss to the minister who is appointed?—Yes, certainly. In moving now from Madrid to Copenhagen I shall receive 650 *l.* for outfit, and it will nearly cost me that amount to remove furniture and things which it is inconvenient to sell; and my family, servants, and carriages.

1270. Then I understand, in the case of your own removal, you have lost considerably as to furniture and things of that kind?—Certainly.

1271. Then again, on arriving at your new post, you were put to great expense, and the outfit you received would merely be sufficient for the occasion?—Not sufficient, certainly.

1272. With regard to admission into the Diplomatic Service, do you think that the possession of a university degree, or still more of an honour in a university, might be fairly made the ground of admission to the Diplomatic Service, without undergoing the examination which is now usual?—I think so; and that it would be an encouragement to young men to go to a university if they were admitted with a university degree; after two years service, they might undergo an examination before the Civil Service Commissioners, with a view to their promotion; but I think they ought to be admitted at first with a university degree. I think it is rather unfair to call upon a man to undergo an examination immediately after he has taken his degree.

1273. Do not you think it is likely that you would get a better class of

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men for the public service if you were to select those who had distinguished themselves at a university, in preference to those young men who undergo an examination for which they are prepared expressly, perhaps in the space of only a few months?—Yes, I certainly think so; I think that a university degree is a much higher qualification than the other.

1274. Sir *John Acton.*] Has the scale of salaries been raised in your experience in any of the great foreign missions?—They were very greatly reduced at one time, and I believe that some of them have been since raised; I rather think that it was found necessary to raise some of those which had been reduced.

1275. Mr. *Hope.*] You have stated that you were at one time at St. Petersburg; do you think that the increased expense of living applies to St. Petersburg as well as to other places?—I believe there has been a great increase in the expense of living at St. Petersburg of late years, but since I left.

1276. It is at all times a very expensive place to live in, is it not?—Yes; what are necessaries of life in St. Petersburg are luxuries in other countries; for example, a young man cannot live in society at St. Petersburg without a carriage.

1277. When you were there you were secretary of embassy, were you not?—Secretary of legation.

1278. Sir *Minto Farquhar.*] Do you think that attachés could maintain themselves without having 500 *l.* or 600 *l.* a year?—I think that an attaché ought to have at lest 500 *l.* or 600 *l.* a year.

1279. Mr. *Hope.*] What was the salary of the minister when you were at St. Petersburg?—I think 6,000 *l.* a year.

1280. Should you consider 7,000 *l.* a year sufficient for an ambassador?—I think he would be underpaid.

1281. You have been asked as to the entertainments given by the French ministers; do you know whether it is the practice in the French and other foreign services to give gratuities, and to pay for occasional *fêtes* and other entertainents?—It has been said so; I do not know how far it is true. The present French ambassador at Madrid I believe receives only his salary. His predecessor, however, was also a senator.

1282. It has been stated in evidence before this Committee by Lord Wodehouse that he considered the giving of *fêtes* was a matter of state importance occasionally; are you of the same opinion?—Yes; but I think that the principal advantage of *fêtes* is, that it enables a minister to become acquainted with a great many persons, whose opinions are valuable to him, and whom he ought to know.

1283. I understand your view to be, that, irrespective of any purposes of society, it is important, for the general transaction of business, that you should have extensive relations and acquaintances with those persons who frequent the capital?—Certainly.

1284. You have been asked questions as to the necessity of becoming acquainted with the French language before going abroad; I will read to you the opinion expressed by Lord Clarendon upon that subject, and you will say whether you agree with him or not; he was asked, "You stated that you attached great importance to speaking the French language? Yes.—How far do you think that can be acquired with facility after a young man has been appointed to a mission abroad, or do you think it is necessary that a young man should acquire fluency in speaking before he goes to his first mission? I think that if he is well grounded in the language, and can read and translate it with ease and correctness, and he is then thrown into society where the language is spoken, he will very soon acquire it; he generally goes to Harrow or to Eton with a good knowledge of French, and if he forgets it there, he is able to recover it in the position I have supposed.—You would not interrupt the home education for the mere purpose of enabling him to acquire fluency in speaking? No." Do you agree with that answer or not?—I think so; but I do not see why a young man should not keep up his French when he goes to Eton or to Harrow; there are now, I believe, prizes given at Eton for French examinations; and I think that young men who are candidates for diplomatic appointments ought to bring a certificate from the examiner at Eton or Harrow that they have a competent knowledge of the French language.

1285. If my questions were considered more as directed to the power of speaking the language with fluency and ease, would you sacrifice the home education

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education for the purpose of acquiring merely fluency in speaking the language? —Most certainly I would not.

1286. Mr. *Baillie Cochrane.*] Do you consider that the young men who enter the diplomatic profession now are more highly educated than they were formerly?—I do not think there is any difference; young men now enter the profession at a very early age. I had an attaché at Berne who came straight from Harrow, and he was only 18 years of age; but he became a very efficient public officer. He has now retired.

1287. Do you not think that the qualities which are requisite for the diplomatic profession are of a kind that cannot be tested by any examination?—Yes, certainly; for example, prudence and tact are most requisite.

1288. In fact a young man might pass an examination now, and yet not be the most fitted to fill a diplomatic appointment?—I think so; a man, I think, must be accustomed to good society before he comes into the profession, if he is to succeed in it.

1289. Do you not consider that a minister under whom a young man has served, say for five or six years, is the best judge of the qualifications of the young man?—Yes, I think he certainly ought to be so.

1290. You would be satisfied, I presume, with the opinion of the minister upon a question arising as to the promotion of the attaché?—I should, certainly.

1291. With regard to the outfit, whenever you are moved from one place to another, do you get a fresh outfit, for instance, if you have been only two or three months in a place?—Yes.

1292. Sir *Minto Farquhar.*] You have, I presume, seen the examinations that have taken place both for the paid and for the unpaid attachés?—Yes.

1293. Are those examinations, in your opinion, well adapted for the purpose? —Yes, I think they are very good.

1294. Would you admit a young man into the diplomatic profession without any test as to his acquirements in French?—No; I should make him bring a certificate from the examiner at Eton or Harrow that he understood French, and had a competent knowledge of it.

1295. Do you think that would be sufficient without making him undergo an examination before the Civil Service Commissioners?— Yes; because I think it is unfair to ask him to undergo another examination immediately after he has probably taken his degree at a university; but if he has not done so, then I think it would be fair that he should undergo an examination before the Civil Service Commissioners.

1296. Mr. *Baillie Cochrane.*] Do you think that the introduction of a system of competitive examination would be beneficial to the Diplomatic Service?— Decidedly not.

1297. Sir *Minto Farquhar.*] You would object entirely to open competition? —Yes.

1298. Should you object to any sort of competition?—I think that the Secretary of State might select a certain number of eligible persons for employment in diplomacy, and that the man of the highest acquirements might then obtain the appointment which was vacant; but I think that the system of selection ought to exist to a certain extent.

1299. *Chairman.*] Has the adoption of telegraphic communications much changed the nature of the relations between the Secretary of State and the foreign missions?—It reduces, to a great degree, the responsibility of the minister, for he can now ask for instructions instead of doing a thing upon his own responsibility; but at the same time it very often happens that he cannot get an answer in time, and that the instructions arrive after he has been obliged to act.

1300. Has the general effect of these telegraphic communications been to weaken the sense of responsibility on the part of the minister?—I do not think so.

1301. Do you think that the rapidity of these and other means of communication at all affects the question of the necessity of keeping up diplomatic establishments?—I think not; inasmuch as you still require some organ on the spot to communicate verbally with the Foreign Minister.

1302. Do you not think that, in some degree, it makes the presence of that organ, and the importance of that organ, less necessary?—I do not think so. One great use of a minister is to prevent the necessity of written communications

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munications, and to be able to communicate with foreign governments verbally.

1303. Has it not tended to increase the amount of the business?—I do not know that it has.

1304. Does not the mere labour of sending telegrams and receiving them lead to an increase of business?—Yes, naturally so; for they are generally written in cipher, and that naturally increases the labour of the junior officers of the legation very much, as they have to cipher and decipher those telegraphic communications.

1305. In the transaction of large and complicated affairs, is not the position of a minister made almost more difficult than it was before?—I think not; I think that upon the whole one gains a great deal by telegrams, though they sometimes cause embarrassment; telegraphic instructions are very concise, and it may be difficult to understand them exactly; on other occasions a minister asks for instructions, and he is obliged to act before they arrive; but upon the whole, I think telegrams are useful.

1306. Mr. *Hope.*] All this would seem to point to the greater necessity of having able diplomatists, men of high character to execute the office?—Certainly.

1307. It does not in any way dispense with the necessity for that class of persons?—Not in the slightest degree.

1308. But rather the reverse?—I do not think that it changes their position.

1309. *Chairman.*] From your knowledge of central Europe, do you think that there are any diplomatic establishments which it is not necessary to retain?—I am not competent to form an opinion upon that subject; I do not think it would be advantageous to reduce the rank of minister at any particular court; for if you are to keep an agent at all it is better in my opinion that he should enjoy a high rank than a low one. Suppose, for example, at some of the smaller missions where it is suggested that ministers should be replaced by chargé d'affaires, if the suggestion is adopted you would gain very little generally, and if the agents of other powers are ministers, you will put your own agent in an inferior position, which I do not think will be advantageous.

1310. Do you think that any advantage would come from a more frequent interchange between the Foreign Office and the Diplomatic Service?—I think it would be highly advantageous to the junior members of the two services, if temporary exchanges were made; I do not know how far a system of amalgamation would suit the convenience of the Foreign Office, or whether it might not impair its efficiency; but as far as the junior members are concerned, I think exchanges would be very advantageous; exchanges might be made for short periods.

1311. Have you ever had in your employment clerks from the Foreign Office who were temporarily employed as attaché's?—No; but I have served as an attaché with clerks from the Foreign Office, who were temporary attachés to a mission.

1312. Did they appear to you to be peculiarly competent for the duties they had to perform?—They had been very efficient men in the Foreign Office, and were also very efficient men with us; I was attached to a mission to which Mr. Hammond, the present permanent Under Secretary of State, was also attached; and Mr. Mellish, who was formerly in the Foreign Office, was attached for some time to a mission of which I was an attaché; they were both gentlemen who had been very efficient public servants in the Foreign Office.

1313. Have you any other general remarks to make as to any change that you might desire to see in the service?—In the event of any amalgamation of the two services, I think it would be unfair to the junior members of the Diplomatic Service if the diplomatic profession should be opened to clerks in the Foreign Office, and the junior members of the Diplomatic Service should be excluded from promotion in the Foreign Office. It would be a one-sided arrangement which, I think, ought to be avoided.

Sir *John Crampton*, called in; and Examined.

Sir *J. Crampton.*

1314. *Chairman.*] WHEN did you enter the Diplomatic Service?—In 1826.

1315. When were you first paid?—I was paid in 1824.

1316. During that time did you remain at one place?—No, I was at several missions;

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missions; I began at Turin; from thence I went to St. Petersburg, and afterwards to Brussels; at Brussels I was paid attaché, after having been there for some time.

1317. Do you think it advisable that long unpaid service should be exacted from any body of men?—No; I do not think it ought to be; it is very discouraging to a young man to enter the profession, and to find himself so long without being paid, or having any real interest in the service.

1318. Do you think that the effect of remaining some time unpaid must necessarily be to diminish the interest which a young man takes in the service?—Yes; and it makes him ready to quit it at any moment. When I entered the profession it was considered to be less a profession than it now is. I think that in the despatch, by which an attaché was apprized of his appointment, it was stated to him that it was not to give him any claim for future advancement; but that clause has been omitted in later times. When I was attached to the mission at Turin I remember that that was part of the letter by which my appointment was announced to me.

1319. At that time also was not an attaché supposed to be regarded as a member of the family of the minister?—Yes, he was; there was a clause in the attaching despatch by which the head of a mission was directed to consider him as part of his family; but that has been altered, and he is now directed to consider him as part of his diplomatic establishment.

1320. There has been a change then in that respect?—Certainly.

1321. If in relation to that change it was thought fit to limit the period of the unpaid service to one or two years, and then to pay an attaché some such rate of salary as he would have at home, would that, in your opinion, be an improvement?—I think it would be better that the period of payment should commence sooner than was usual in former times.

1322. Do you think that the sense of remuneration in the public service, would carry with it a sense of public duty?—I think it would, and that a person receiving a small salary, although not sufficient to support him, and pay all his expenses, would feel that he more really belonged to the service, and had some interest in it, particularly if it was understood that a proper discharge of his duties was to lead to future advancement.

1323. Do you agree with what has been stated with regard to the hardship of the long period of time during which persons may remain in the Diplomatic Service without being entitled to any pension on retiring from it?—Yes; I think that there are anomalies which sometimes occur; for instance, a man may have been employed as first attaché at some of the greater missions, and have been very actively employed, perhaps the person most actively employed of the junior members of the mission, in very important business and yet another public servant who had been named at once secretary of legation, might, from having received his commission at an earlier period, be entitled to a pension long before one who had done the public equal or greater service.

1324. Do you know any reason why diplomatic pensions should be on a different footing from those of other servants of the Crown?—No; I am not sufficiently aware of the footing upon which other pensions are placed to speak positively on this point, but I do not understand why there should be any essential difference.

1325. It has been suggested that it would be an improvement if the rank in our service was assimilated to that of other foreign services so as to give to the paid attachés the titles of 1st, 2d and 3d secretaries of legation?—Yes, I think it would be an improvement, generally speaking, for it is very much the habit, in the services of the other great Powers of Europe to have first and second secretaries; the French have them, and I think the Russians also have them.

1326. Would it, in your opinion, be advisable to limit the number of unpaid attachés?—No; I should think it not advisable, because very often there are circumstances which cause the absence of several of the attachés at the same time, and a mission might be left inadequately provided were fresh appointments limited.

1327. Do you regard it as a matter of importance, that in countries in which the authority of the sovereign is supreme we should be represented by embassies rather than by missions?—I think it is important where other Powers have embassies that we should have them too.

1328. Have you found it practically inconvenient when it has not been so?—I have

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have seen it to be so; I cannot say that I ever experienced it myself, but I have seen the inconvenience of it, and have heard it complained of.

1329. With regard to the expenditure which is necessary on the part of ministers at our different missions, do you agree with Sir Andrew Buchanan on that point?—Yes, I generally agree with what I heard of his evidence.

1330. Have you any remark to make upon that point?—The fact is, that there have been a great many reductions made in diplomatic salaries since I have been in the profession; and, at the same time, the prices in most of the continental towns have very much increased; so that the minister is placed in a different position from what he formerly was, a circumstance which is not sufficiently taken into account by the inhabitants of the place, or those who frequent it.

1331. Have you found very considerable differences in the expense of living in the different parts where you have been stationed?—Yes; it is always necessary to bear in mind the difference of expense, and the different mode of living which is necessary in each place in fixing the salaries.

1332. Do you think the salaries are well adjusted for the purpose?—I think that there has been a general intention to adapt the salaries to the situations, but it would be almost impossible to adjust them accurately, as the circumstances vary, and cannot always be foreseen and taken into calculation.

1333. Had you any permanent officer attached to the mission at St. Petersburg?—No; and I never was at any mission where there was a permanent officer of any kind.

1334. Have you ever felt the want of one?—Yes; at St. Petersburg it was felt with respect to the language, which is seldom understood, except by persons who have lived a great many years in the country, although now and then you may have an attaché who knows something of it. I found it very often inconvenient not to have a person who was thoroughly acquainted with the Russian language. This want has however been supplied, and lately a gentleman has been appointed to the mission who is conversant with it; he was, I believe, born and educated in Russia; I have found his services very available and useful.

1335. In what capacity is he?—He is at present temporarily attached to the mission; he was attached some time before I left St. Petersburg, by a despatch naming him "temporary attaché," with a salary, but exceptionally with a salary.

1336. Are there other places where you have been employed where you think it would be advisable to have a permanent officer of the same kind?—Not where I have been employed. For instance, in the United States, where I was employed for a number of years, I think it would be unnecessary, and perhaps undesirable.

1337. Might it not be so in South America?—That may be another question; it is more likely to be desirable there.

1338. In your relations with the consuls in the large empire of Russia, were you content with the present arrangement, by which the consuls communicate directly with the Foreign Office, and not through the head of the mission?—In some instances it was inconvenient, and tended to leave me uninformed as to certain things which took place in distant parts of the empire; but it would have been very difficult that it should have been otherwise, because the consul's correspondence directed to the minister at St. Petersburg must pass over immense distances, and through the public post.

1339. Had you any private couriers?—None to the consulates; none of them except Warsaw, are on the road by which our courier passes regularly from London to St. Petersburg; the convenience of this was very sensibly felt, and I got letters and reports from the consul at Warsaw of what took place, and was able to communicate with him by the usual messenger. On the other hand news from Odessa and Persia (and it was very often necessary to hear what was going on there), had to come round the whole way by Constantinople and England, and consequently reached me very late.

1340. Did you always receive copies of all the despatches sent by the consuls to the Home Government?—When there was anything of importance in the correspondence, I received copies from the Foreign Office of their correspondence with those consulates which did not correspond directly with me. The Consul General at Warsaw corresponded directly with me, and also sent me copies of all despatches which he had addressed to the Secretary of State.

1341. Had you any difficulty with regard to any delay in the payment of your salary, or, as to any money which you might have advanced for extraordinary expenses

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expenses of missions?—I cannot say that I have experienced serious inconvenience; but still, with regard to the extraordinary expenses, I entirely agree with what Sir Andrew Buchanan has said. I have had to advance money occasionally in considerable sums, and then to wait for some weeks, if not for months, for the repayment of it.

1342. You therefore think that the recent alteration is an improvement?—Yes; I have had no opportunity of acting upon it, for it only arrived at St. Petersburg shortly before I left; but the regulation is certainly a right one, and as far as it goes will remedy the inconvenience complained of.

1343. Do you see any means of reducing the number of our missions without any injury to the public service?—I am not aware of any missions that could well be reduced. It would, however, require to have been present at the places to be able to judge of the necessity of the missions or not.

1344. In the missions at which you have been has there been enough work to do?—The work is often of a very irregular and intermittent character; sometimes a place may remain for years of no great diplomatic importance, and then become suddenly of very great importance; for instance, I may mention the first mission to which I was attached, Turin; at the time I was there it was a very quiet place, and there was very little to do; but afterwards, as events have shown, it became and is of immense importance, and I think that this consideration is applicable to almost all the missions in Europe.

1345. Might not that be remedied by increasing the number of missions when a mission did become one of importance?—A minor mission suddenly becomes a point of great diplomatic importance, and it is necessary to have some one present who is well acquainted with the place; he may not have had very active work to do, but he is prepared to be of use when the time comes.

1346. Have you found inconveniences result from the little habit of Englishmen to speak French with fluency and propriety?—Undoubtedly inconveniences do result from it, particularly in the commencement, when young men come to missions who have not studied French at all; it is a deficiency which discourages them from taking advantage of the position in which they are placed.

1347. At such a mission as that of St. Petersburg, might it not make the whole difference as to any young man feeling himself at ease or not?—Yes, altogether; he would find society irksome and disagreeable to him if he was not a perfect master of the French language.

1348. Are you of opinion that a close interchange between the Diplomatic Service and the Foreign Office would be advisable?—No; I cannot see any peculiar advantage that would arise from it; I would not allow any obstacle to be placed in the way of an occasional interchange when circumstances seemed to require it; but I do not see the advantage of it as a system.

1349. Do you not think that the methodical work of a great office like the Foreign Office would improve the general business habits of a young man in the early part of his life?—Certainly; I think that the regulation by which an attaché was required formerly (I do not know whether it is kept up strictly now) to pass some months in the Foreign Office beforehand, was a very good one.

1350. Do you not think that that advantage would be still further increased if a young man had to work for a year or two?—Yes; I should say that in a year, he would get into regular business habits, and his efficiency would be increased in many respects, as to what is necessary at a foreign mission. This differs however considerably in others, from the sort of business that young men at the Foreign Office have to transact, and particularly as regards the acquisition of languages, the habit of mixing with the world, and getting acquainted with the customs of a foreign country.

1351. In the country in which you have lately resided I see, from your report, that the interchange between the Foreign Office and the Diplomatic Service is complete?—That is to say, an arrangement has been made for it; it occurs from time to time, but I do not think, that on the whole the instances of change from a Foreign Mission to the Home Service, have been much more frequent than they have been with us, certainly not in the higher departments. The nature of the Russia arrangement is, that a diplomatic officer returning from a foreign mission, can be received at the department of Foreign Affairs, and employed in a grade corresponding to his diplomatic rank abroad, without

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having to pass through the inferior grades of the department. No provision of this sort exists with us.

1352. Then I understand you to say, that notwithstanding the facilities for interchange, upon the whole, the service has remained generally distinct?—Yes, particularly in the upper grades; I am not aware how often the changes take place in the lower grades, but I have often heard my Russian colleagues explain the manner in which they were able to go back to St. Petersburg, and be received into the Foreign Office in a particular grade, without the necessity of any fresh appointment, and that from that they could be again sent out to a mission, counting their years of service. In Russia; the time of service is counted both in the military and the civil service in a regular ratio; when a man has served for a certain number of years, the service is put to his credit in whatever capacity he may have served.

1353. Are the diplomatic servants in Russia generally well paid?—They are; there is a scale of salaries which I sent home in the despatch to which you have alluded; but I think there is more latitude used than in our service, in regard to the bestowal of special marks of the personal favour of the Sovereign upon members of the Diplomatic Service who have merited his approval.

1354. In a country where Diplomatic Service plays so very important a part, of course in relation to politics, arrangements might be made, and might be advisable, which could not be adopted in other countries?—Yes, it can be done in Russia irrespective of any rules previously established.

1355. Did you find, during your residence in the United States, that the very low remuneration of the diplomatic servants abroad of that country was matter of regret and objection?—Yes, I think it was very generally regretted, for it rendered the service inefficient in some places, and gave rise to a number of expedients to adapt the service to the emoluments that were not altogether desirable.

1356. Have you heard important personages in the United States express that opinion?—Yes, I think it was the general impression that their Diplomatic Service was under-paid, and most important persons there regretted it very much; but the difficulty was to get grants from Congress for these expenditures which are regarded with a good deal of jealousy, from the appointments being perhaps too much connected with party politics; a very strong opposition always was made to any attempt to increase the allowances. During the time that I was in the United States, a re-arrangement of the diplomatic salaries however took place, which put them upon rather a more satisfactory basis, but I think they still left them too low.

1357. Lord *Harry Vane.*] You stated, I think, that you would not recommend that any limit should be placed on the number of the attachés?—Yes.

1358. It follows then, as a matter of course, that you do not think it expedient that every attaché who was appointed should be paid immediately from the commencement of his career?—No; I think that some probation might be passed advantageously.

1359. Practically, the grievance of which there was some reason to complain at the time you entered the service that young men remained a very long time without payment, has been redressed, as the period during which they so remained has now been shortened?—Yes; I do not think, so far as I am informed, that the period is now so long during which an attaché remains unpaid, as it was formerly.

1360. The period during which you remained an unpaid attaché was eight years?—Yes, and upwards.

1361. Can you say whether there is any other person now serving in diplomacy, who has remained for eight years unpaid?—I doubt it very much; the Foreign Office List would show that. When I said that I would not limit the number of attachés, I meant that I would not limit the power of the Secretary of State to appoint another attaché when he was wanted.

1362. *Chairman.*] You are probably aware that in France the number has been recently limited?—No; but that may be perhaps exceptionally necessary.

1363. Lord *Harry Vane.*] You stated that certain reductions had been made in the diplomatic salaries; but those reductions have been again reversed, and the salaries have been raised; that is so, is it not?—Perhaps so, in some instances;

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instances; since I entered the service, however, I think in general, the salaries have been considerably reduced.

1364. In all the great missions, including Paris, the salaries have been raised to the original standard?—No; I am not aware of that; the salary used to be 11,000*l.* in Paris.

1365. You are speaking of a very remote period, are you not?—Yes; 25 years ago, or longer than that.

1366. It was never 11,000*l.* a year before 1830?—No; it was reduced to 8,000*l.*, I think, at one time.

1367. And since that period it has been raised?—Yes.

1368. Since 1830 it never has been so high as it was before?—No.

1369. You have stated, I think, that you had found that there was a rise in prices at the different places to which you have been accredited?—Yes.

1370. Have you experienced that rise in prices since I had the pleasure of being your colleague at St. Petersburg?—Yes, I have had much reason to feel it; it is a more expensive place than it then was. It was always expensive, but it is more so than it was before; the prices have lately risen to an exorbitant pitch, very much, as I understand, in consequence of the state of the currency.

1371. You stated, I think, that a permanent officer had been recently appointed upon your recommendation?—No; I do not know that he is considered a permanent officer, nor was he appointed at my recommendation; he was appointed by Lord John Russell last year, under the designation of "temporary attaché."

1372. Was he appointed with a view to the establishment of a situation of that character for the future?—No, I am not aware of that; he was appointed, I believe, with reference to his being conversant with the Russian language.

1373. But it is merely a temporary attachéship?—Yes.

1374. There is no intention to establish an officer of a permanent character who is acquainted with the Russian language?—I do not know that there is.

1375. Mr. *Layard.*] What is the gentleman's name?—Mr. Michell.

1376. Is he an English subject?—Yes.

1377. Lord *Harry Vane.*] Did he belong to a firm of that name at Riga?—No; his name is Michell not Mitchell. He is the son of a medical man, who has long resided at St. Petersburg and is there still.

1378. Mr. *Layard.*] You say, that he is merely there as a temporary attaché?—Yes; at least that was the form of his appointment.

1379. Can he translate documents?—Perfectly.

1380. Do you think, upon the whole, that the present establishment at the mission is sufficient to carry on the business of the mission?—I think that, generally speaking, it is; practically, it is very seldom that all the members of the mission are present; there is almost always some cause that prevents them from being all present at the same time.

1381. You are satisfied, upon the whole, with the working of the present system?—Yes.

1382. You stated, in your answer to the circular: "I am far from wishing to be understood as being of opinion that ameliorations in matters of detail cannot be introduced with advantage;" are there any particular points with regard to ameliorations, that you can mention?—There are some points in which, I think, there might be amelioration as to the practical working of the chancery, and the safe keeping of the archives. They are now continually moved from one house to another, from the necessity of each minister having a new house, and sometimes from the want of room in his house; I should like to see a place fitted for the chancery and the archives of the mission, where one of the attachés might always be lodged, and be in the neighbourhood, especially at a place like St. Petersburg, where the distances are very great, and where it is sometimes necessary to send for some of the gentlemen of the mission at inconvenient hours, late at night, for instance, to get a telegram deciphered; it would be a great convenience and safety to have some arrangement of that sort.

1383. Are there any improvements that you can suggest in any respect?—Nothing occurs to me as to the missions I have been at, that I think requires much improvement. I think that they work pretty well.

1384. Is the footing upon which the Secretary of Embassy is placed with

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reference to the head of the mission, satisfactory?—I have always found it to be perfectly so.

1385. At St. Petersburg, I understand, there is no fixed place in which to deposit the archives?—The appointed place is of course the house of the minister, or that of the chargé d'affaires, when the minister is absent; but this is liable to frequent change.

1386. Would you have as private secretary, a member of the mission, or any other gentleman who was not formally attached to it?—No; I should be rather against that system; although it formerly prevailed a great deal. A minister may of course employ a private secretary for his own personal business; but there is a regulation which I think a good one by which he is not to be employed in the public service.

1387. Do you think it advisable that one of the attachés should be selected by the head of the mission to be his private secretary, and to be paid something in addition to his regular pay?—No; my impression is that it is not advisable. It will depend very much however upon the persons.

1388. I mean, of course, to leave the selection entirely to the head of the mission?—I so understand it, but I think it unadvisable because it might favour the idea that there was some more confidential communication between the head of the mission and this one attaché than the others. I believe in some instances it has given rise to difficulties of that sort.

1389. *Chairman.*] What has been your own practice as to a private secretary?—I never had a private secretary.

1390. Sir *Minto Farquhar.*] What did you do with reference to any special private correspondence that you might have with the Secretary of State?—I always, when it was necessary to have it copied, got one of the gentlemen of the mission to copy it for me; in fact the practice was, that it was always copied by them.

1391. Mr. *Layard.*] Have you found that the custom of publishing despatches by order of the House of Commons has interfered with the discharge of your public duties?—Sometimes there are inconveniences that result from it, but it depends very much upon the nature of the despatches that are published.

1392. When you addressed a despatch to a minister marked "private and confidential," was it with the understanding that it was not to be published?—Yes, by putting the words "private and confidential" upon it, I should mean generally that it should not be published; there are instances however in which despatches marked "private and confidential" may be published in part, omitting such passages as may be of a confidential nature.

1393. Have you ever had any observations made to you by foreign governments as to the publication of despatches?—Yes.

1394. Do they object to it?—Yes, they frequently reprehend the practice as necessitating reserve in their communications to British diplomatists.

1395. Mr. *Hankey.*] I believe you succeeded Lord Wodehouse as minister at St. Petersburg?—Yes.

1396. Lord Wodehouse has stated, that he did not consider that a salary of 700 *l.* a year in St. Petersburg was adequate to enable a minister to live there without trenching upon his own private means: do you concur in that opinion?—I think it requires a great deal of care to be able to live on the salary at St. Petersburg; it is nevertheless possible to be done; I did it, and I did not at all trench upon my own private income.

1397. Do you consider, from feeling it necessary to limit yourself to your official income, that you were deprived of the means of giving public entertainments in the way of balls, which would have been desirable?—Yes; I was obliged to draw a line as to the sort of entertainments which I gave, for very large fêtes or balls at St. Petersburg are extremely expensive. I found that the other foreign ministers of the same class as myself were not in the habit of giving them, and that they were only given, in fact, by the French ambassador, so that I did not think myself called upon to give them, nor could I have done so without exceeding the salary very much.

1398. What arrangement was made at St. Petersburg during the time you were minister, about your house; did you rent a house yourself?—Yes.

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1399. What had you to pay for the rent of the house?—About 1,100 *l.* a year, which was 200 *l.* a year more than the allowance that was made for it.

1400. Did you take that house from Lord Wodehouse?—No; it was not the same house.

1401. Did you take it as an unfurnished house?—No, as a furnished house; but it was very imperfectly furnished, and I furnished it myself.

1402. Was the outfit insufficient to enable you to establish yourself in a house?—Certainly.

1403. Was it greatly deficient?—It cost me a great deal more, from peculiar circumstances. I had been at Hanover, where I had a very large house, which I had furnished; but finding that I could not get rid of that furniture without an immense loss, I transferred it to St. Petersburg, which was very expensive.

1404. Do you think that the present arrangement, under which a minister is obliged to take an unfurnished house and to furnish it, liable to the contingency of being re-called or changed at any moment, is an advantageous one for the public service?—No, I think it is very inconvenient and disadvantageous to the public service.

1405. Is it disadvantageous in a pecuniary sense?—Yes, and also with regard to the delay which occurs when a minister arrives at a court, where he is obliged to remain for weeks or months before he gets a house, during which time he is not able to take his proper position in society,

1406. Without purchasing a house, do you not think that in most courts of Europe a house could be rented by the Government on more advantageous terms than a minister could possibly obtain?—Certainly I think so.

1407. Do you not think it is desirable that such a residence should be at all events partially supplied with substantial furniture, or furnished?—Yes, I think that would be a very desirable arrangement, and an economical one for the Government, because by taking the lease of a house for a considerable length of time, it could be got much cheaper than by hiring it, under the condition of being able to give it up at any moment.

1408. Do you consider that there is any hardship in the present arrangement, by which a minister has to give up a part of his salary during the time of his temporary absence?—Yes, in many instances it is very hard, because the difference that he can make in his expenditure is not sufficiently great to cover the deficit that is created by taking away half of his salary.

1409. If a minister goes away now, independently of the expenses of his journey, he is positively deprived of a considerable part of his pay?—He is so.

1410. Without being able to save by any reduction in his ordinary establishment?—He cannot reduce his establishment in the same proportion as he is deprived of his pay; he may certainly dismiss some of his servants, and keep his house without any representation; but he cannot reduce his establishment sufficiently to cover his loss.

1411. Is there not an additional inconvenience, by having no convenient residence at a mission of any importance, that the archives are necessarily left to a certain degree unprotected?—Precisely; that is what I have already observed. What I should desire with regard to the archives is, that there should be some permanent place for them, and some means of protecting them.

1412. When a minister is removed from a post, what does he do with the archives?—He delivers them to the Secretary of Legation, who is named Chargé d'affaires, and this is again a hardship upon the latter, because the Secretary of Legation is probably lodged in a much smaller house, and keeps a more moderate establishment, and he is obliged to set apart a room for them, and take proper care of them during the whole time that his chief is absent.

1413. Can you state that the Secretaries of Legation during the time that they are chargés d'affaires are put to any considerable inconvenience by having to take charge of the archives of a mission until the re-appointment of another minister?—Yes; I found that when I was chargé d'affaires at Washington, it was very inconvenient to take care of very bulky archives in a very small lodging.

1414. And necessarily incurring considerable expense?—Yes, for carrying them, and making other arrangements for them. There is besides the risk of destruction.

1415. It has been suggested by one of the witnesses, that if a minister were

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allowed to have leave of absence for one month without any deduction from his salary, that perhaps might be a fairer thing than the present arrangement; are you of the same opinion?—Yes.

1416. So that if he had leave of absence for two or three months, during one month there would be no deduction made from his salary?—Yes.

1417. Would that, in your opinion, be a fair arrangement?—Yes; in so far that it would be a smaller loss to him.

1418. You would still perhaps hardly think it quite adequate?—It would depend very much upon the Court where he is; if he were at a very distant place, a minister would scarcely ever take leave of absence for less than several months. From such a mission as Washington or St. Petersburg, for instance, it would be scarcely worth while moving for less than three or four months.

1419. Is it not advantageous to the public interests, that a minister should, every two or three years, return home for a certain time?—Certainly.

1420. Are not ministers occasionally deterred from coming home on account of the expense?—Yes; at all events it is a very strong motive for deterring them.

1421. Do you think that the present arrangement does act injudiciously for the public service?—I think it does; it was made, I presume, in order to counteract the injurious practice of ministers staying away from their posts for very long periods.

1422. Could not that evil be entirely prevented by the Foreign Secretary refusing to sanction an extension of leave?—Yes; I think it might.

1423. No minister can come home without the leave of the Secretary of State?—No.

1424. Nor can he extend his leave without permission?—No; at the same time when a minister is away from his post, in England, and he has no strong motive to return, he is more likely to press for an extension of his leave.

1425. Then, fixing the period during which there should be no deduction made, and after that a deduction made, you think would be the best way to meet both the evils on either side?—Yes, I think so; it would make moderate leaves of absence less onerous to ministers, and tend to prevent them staying away from their posts for very long periods.

1426. Sir *John Acton.*] Did what you stated as to the discontent of foreign governments to publishing a despatch apply only to European governments?—I think the objection applies very much to the government of the United States.

1427. They disliked it?—Yes; and it is liable to produce more difficulties there than in any other country.

1428. What is their own practice with regard to their own despatches?—They publish very largely also.

1429. Then they must feel, at other courts, the same disadvantage that our diplomatists do?—Certainly they do.

1430. Mr. *Layard.*] Have you formed any opinion as to the education given in the public schools of this country with regard to qualifications for the diplomatic service?—It is true that what is taught in the public schools of this country, or what was taught when I was at one of them, does not directly go to give a young man the sort of knowledge which is required, especially for diplomacy; but at the same time it gives him the education of an Englishman, which I think is after all desirable for any public servant.

1431. The education, for instance, that is given at Eton or at Winchester; a young man coming from either of those places would not be capable of going at once into diplomacy without having some subsequent instruction?—He would find the inconveniences of it certainly, as was my own case; I went from Eton almost directly into diplomacy, and I found that I had very little knowledge of French.

1432. Or of general subjects?—Not of those which are required for official business; however, I had the advantage of being employed for a short time in a public office before I went abroad.

1433. I suppose you would desire that an attaché should be acquainted with the history of Europe?—Yes, the more he knows of that the better.

1434. Those are not matters of which he has obtained much knowledge at Eton?—Not much of modern history.

1435. Do you think that a university education would be an advantage to an attaché?—

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attaché?—Yes; I think that that is the best he can possibly have, as a foundation.

1436. You would not attach him to a mission before he was 21 years of age?—No; I do not see the advantage of attaching him to a mission before he is of that age.

1437. But still, before he was attached to a mission, would it not be advisable to submit him to some test with regard to his knowledge of French?—Most certainly; that is absolutely necessary, if he is to go on with the diplomatic profession. It is necessary in the first instance in the chancery for copying French documents or translating them, and it is necessary for his own position, if he goes into the world; but it is absolutely necessary for any man who intends to pursue the profession, because, in reality, the whole of the business with foreign Governments is transacted in French, and it requires not only a competent, but a critical knowledge of it.

1438. Do you think he can obtain a sufficient knowledge of French after he has joined the mission?—Yes, if he has got a foundation sufficiently good to enable him to frequent the society of a place where it is continually talked, and where a number of official diplomatic documents will pass through his hands; that is the best way in which he can learn it, and learn that sort of French that he afterwards wants.

1439. You think that a good foundation in French at home, after a thoroughly good English education, is the great object?—Yes.

1440. And then leave the young man to perfect himself after he got abroad?—Yes; to perfect himself in diplomatic French by coming in contact with official business himself.

1441. Mr. *Grant Duff.*] Have you found any unwillingness on the part of the younger officers to go into society?—On certain occasions; precisely from the fact that when a young man who has been in the habit of frequenting English society, and feeling himself at his ease in it, is suddenly taken abroad without a knowledge of French, he finds himself isolated from society.

1442. How was it at Washington?—There the same objection did not exist, and I found that they at once went into society there.

1443. There was no hanging back there?—None whatever.

1444. Mr. *Layard.*] Do you think there has been any improvement since the introduction of the examinations by the Civil Service Commissioners?—Yes; I think so far as I have had experience, I have never, since the examinations have been established, seen a young man attached to a mission whom it was found necessary to instruct in the rudimental part of the business.

1445. Do you think that there is an improvement in French and in writing?—Yes.

1446. Sir *Minto Farquhar.*] You consider a good knowledge of French a *sine qua non*?—Yes, more particularly; because in the higher branches of the profession it becomes an absolute *sine qua non*; no business can be transacted with any foreign government, on equal terms, without it.

1447. Young men who are sent out to our missions, not possessing that thorough knowledge of French which is desirable, might, to a great degree, from that circumstance, have a disinclination to frequent society?—Yes; they may feel discouraged by a sense of inferiority, and the want of being at their ease in the society where the language is spoken.

1448. Having felt that inconvenience in the first instance, and therefore not having gone into society, they might afterwards get into the habit of not frequenting society?—Yes: in most foreign places there are some people who speak English, and they would naturally fall into their little circle.

1449. Mr. *Layard.*] Is there any attaché at St. Petersburg studying the Russian language?—When I first went there Mr. Adams was studying it, and knew it very well; he is now second attaché at Paris; he was very useful to me, and translated many documents; after he went I was rather at a loss, for there was nobody belonging to the mission to whom I could confide certain documents to translate.

1450. How have you found the regulation as to Secretaries of Embassies making annual reports out?—It occupies them to a certain extent. I do not know that it has any very decided bearing upon the business of the mission.

1451. They are in a position to acquire important official information?—It no

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no doubt creates a necessity for them to make inquiries on certain subjects which they might otherwise neglect; it gives a Secretary of Legation an opportunity which is desirable of distinguishing himself by writing an able paper, and tests his abilities.

1452. There is no feeling on the part of the heads of missions against it?—None at all.

1453. *Chairman.*] Have not instances occurred of very able men in the Diplomatic Service being comparatively useless from their inability to speak French with ease and comfort?—Yes.

1454. Sir *Minto Farquhar.*] Suppose that a young man, when he is nominated to an appointment as attaché, had received a university education, do you think that it would then be sufficient that he should undergo an examination in French?—Yes; that I should think would be quite sufficient.

1455. And for a paid attachéship he might undergo another examination, comprehending other subjects?—Yes; more immediately connected with the diplomatic profession.

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Jovis, 9° die Maii, 1861.

MEMBERS PRESENT:

Sir John Acton.	Mr. Monckton Milnes.
Mr. Baillie Cochrane.	Mr. Disraeli.
Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Lord Claud Hamilton.
Mr. Hope.	The Judge Advocate.
Mr. Hankey.	Lord Harry Vane.

Mr. MONCKTON MILNES, IN THE CHAIR.

The Honourable *Henry Elliot*, called in; and Examined.

The Hon. *Henry Elliot*.

9 May 1861.

1456. *Chairman.*] I BELIEVE you are in the Diplomatic profession?—Yes, or rather, I should say, I was.

1457. When did you enter that profession?—I entered it as paid attaché in 1841, having previously been Précis Writer at the Foreign Office.

1458. Were you at once appointed paid attaché, without having previously been unpaid attaché?—I was never unpaid; I was appointed paid attaché at once.

1459. Was that exception to the general practice made at your own request?—The précis writership is a private appointment, depending upon the Secretary of State for the time being, and just previously to a change of Government, Lord Palmerston appointed me to a paid attachéship at St. Petersburg.

1460. How long did you remain at St. Petersburg?—I remained there for seven years; afterwards I was appointed Secretary of Legation at the Hague, from whence I went to Vienna in the same capacity. I was afterwards appointed minister at Copenhagen, and subsequently at Naples.

1461. You stated that you were at present not in the profession; what did you mean by that?—I meant that when my post was abolished, I ceased to belong to the active part of the profession, as I received neither pay nor pension.

1462. Do you still consider yourself in the profession?—I can scarcely consider myself in the profession at present; but I consider myself as a candidate for a future appointment.

1463. When did your salary as minister at Naples cease?—About a week after the fall of Gaeta, which was, I think, about the 20th of February, I received a notification that my salary would cease with the current quarter, at the end of March.

1464. Had you received any previous official communication?—No; I had not received any beyond being desired to leave Naples. I had left Naples by order of the Government; but I had no intimation with regard to the salary.

1465. Were all the members of the Legation dismissed from the same cause?—Yes; all together.

1466. Have diplomatic servants, who are thus summarily dismissed, from no fault of their own, any recognised claim?—No, they have no recognised claim; but each case as it arises is taken into consideration by the Secretary of State for the time being. Perhaps the case most similar to ours was that of Sir Hamilton Seymour, when he left Russia on the breaking out of the war.

1467. Do you know whether a similar sudden deprivation of office in consequence of political circumstances, with which the agents themselves have nothing to do, is the practice in the public service of any other country?—I rather think that in most, if not all, foreign services they have what they call a class *en disponibilité*.

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The Hon. *Henry Elliot.*

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1468. Do those persons receive any fixed salary, or a salary in proportion to the office of which they have been deprived?—I think they receive it according to the rank they belonged to at the time; so much for a Minister; so much for a Secretary, and so on.

1469. I need hardly ask you whether you consider such a proceeding a hardship?—It certainly bears heavily upon the individual who suffers by it; but my case is so entirely exceptional that I doubt whether there has ever before been an instance of a Minister losing his post without being able to receive some compensation, either by a pension or by a fresh appointment.

1470. How many years of additional service would you be required to serve to enable you to receive a pension?—Between two and three years.

1471. When you say that you were a précis writer, were you a clerk in the Foreign Office?—No, I was in the private office of the Secretary of State.

1472. You were never a clerk in the Foreign Office?—No.

1473. Is the précis writership considered to be public service?—The person who holds that post is paid by the public; but he is more in the position of a private secretary, or perhaps assistant private secretary, than anything else.

1474. Is it not usual for the Foreign Secretary to appoint a clerk in the Foreign Office to the précis writership?—Very often that has been the case; but it has been just as often somebody unconnected with the Foreign Office.

1475. How long were you paid attaché?—About seven years.

1476. From what date would your claim to a pension begin?—From the time of my being appointed secretary of legation; those seven years do not count at all.

1477. In the different posts which you have filled in different places have you been employed together with clerks from the Foreign Office, who were engaged in the diplomatic service?—No, never.

1478. Is it within your experience that any inconvenience results from the paid attachés not having the titles of second and third secretaries of legation, as in other foreign missions?—I have never seen any inconvenience result from it; but if they were to be called second and third secretaries it would be a great advantage to them, by putting them more upon an equality with their collegues, and also by rendering them sooner eligible for a pension.

1479. Is it your opinion that the present attachés are kept too long unpaid?—I think it is very hard upon them that there should be an indefinite time during which they may remain unpaid.

1480. Do you think that any system could be devised by which a shorter period for the unpaid service could be fixed?—I imagine that it is merely a question of expense. If it were decided that at the end of two or three years they were to be paid, I do not see that there could be any inconvenience in it.

1481. Might there not be some inconvenience as to the arrangements of the missions?—I do not think so.

1482. For instance, might you not then be compelled to employ persons as paid servants at missions where there was really nothing for them to do?—You might occasionally.

1483. At what courts did you say you acted as paid attaché?—Only at St. Petersburg; and I think it is one of the defects of the present system that men are kept too long at the same post.

1484. What was your general daily employment at St. Petersburg, as paid attaché?—Copying despatches, and keeping the archives in order. During fully eight months I was alone there as single attaché, which kept my hands very full.

1485. What was the staff at that time?—At that time the staff consisted of two paid attachés, and one unpaid attaché, besides the secretary of legation, who, at that time, was acting as chargé d'affaires.

1486. There were four persons actually employed?—There were four juniors belonging to the legation.

1487. Was there sufficient work to employ those gentlemen fairly in the daily business of the chancery?—The daily work of a legation is very uncertain, as I have seen, for example, at Vienna; you might have little to do for four or five days together, and then there was a weekly messenger day, on which we never got the bags made up until two, or three, or four o'clock in the morning, with all

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all hands employed, and then, for two or three days afterwards, two-thirds of the staff might be doing little or nothing.

1488. Would not that depend a good deal upon the regularity of the business-habits of the head of the mission?—Yes, no doubt; but we must always be liable to heavy presses.

1489. It also depends, does it not, upon the arrival of foreign couriers?—Yes. There are things over which you have no control; perhaps papers are suddenly sent in from the Foreign Office of the country in which you are.

1490. Do those observations equally apply to Vienna and to St. Petersburg?—Yes, and I think to all the legations. It is necessary to have a stronger staff than is required for the regular daily execution of the business, in order that you may be prepared for emergencies, for you cannot call in help from outside if you want it.

1491. Do you agree with what has been stated by one of the witnesses, with respect to the advantage of having a permanent resident gentleman to take care of the archives, holding a somewhat similar office to that of the chancelier in foreign missions?—I do not think that it would be a good arrangement; and I think that it would have a bad effect upon the attachés in general.

1492. In what way?—I do not think that they would get practically acquainted with the contents of the archives if they had another person to look after them for them.

1493. Has not some such officer been recently appointed?—At St. Petersburg there has been lately a translator appointed, I believe. I am not aware whether he has any other duties to perform.

1494. How is the business transacted in the legation at St. Petersburg when documents require to be copied, or to be understood, in the Russian language?—At the time I was there that scarcely ever occurred. There was no press, and no newspaper with a leading article that was ever thought of being sent home, and the correspondence with the Russian Foreign Office was carried on in French on their side, and in English upon ours.

1495. As far as language was concerned, it was very much like the mission at Paris?—Very much so. If any Russian document required translation we got somebody whom we could trust to translate it.

1496. Might not a popular change in the Russian Government make it necessary that some member of the mission at St. Petersburg should be intimately acquainted with the Russian language?—Yes, I think it is desirable; I should say, besides that, at the time I was there our unpaid attaché had mastered the Russian language very efficiently; and could converse in Russian.

1497. You would probably think it necessary to guard against the danger of throwing upon the translator duties which might be usefully discharged by the regular members of the mission?—Exactly; and I think it much better that the attachés should do their own work instead of having it done by anyone for them. In their own interest, I consider that they had much better keep to their work.

1498. Have you never found any inconvenience either from the circumstance of the archives being left with nobody to take care of them, or nobody happening to be there, who could communicate with the Court?—There is occasionally a trifling inconvenience, but not to any serious extent. It would be for the convenience of the chief of the mission that there should be an officer such as you have spoken of; but it would not, I think, be for the advantage of the junior members.

1499. What have you done with the archives at Naples?—An attaché was sent from the Legation at Turin, under whose care they are placed at present.

1500. Were you first appointed Secretary of Legation at the Hague?—Yes.

1501. Will you describe to the Committee the duties of a Secretary of Legation?—It depends a good deal upon the staff of the Legation at the time. If there are attachés enough, the secretary does not generally copy the despatches for signature; and if they are short-handed, I should be much surprised if the secretary did not take any work that was to be done, without examining strictly how far it was his own duty.

1502. What is generally considered to be the relation of a Secretary of Legation to the head of a mission?—With all the chiefs under whom I have served there has been the most complete confidence between the Secretary and his chief; I was always admitted quite into his confidence, and allowed to

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know everything that was going on. I should say, as a general rule, that that has been the case at most missions.

1503. Is the Secretary of Legation, in the service, generally regarded as the assistant of the Minister, or as his substitute in case of his absence or inability to transact the business?—He is to be looked upon in both lights, though that of substitute is perhaps the most important; but we have long cases occasionally relating to the claims of British subjects for redress, which lead to very long and complicated correspondence; and it is very common to give the Secretary of Legation those papers, and desire him to make out a case for the Foreign Office at home.

1504. Is he supposed, rather, to do the harder work of the mission?—He is supposed to do certain work, such as the Under Secretary would do at the Foreign Office, as far as he can.

1505. Do you think it would be advisable to assimilate, as far as possible, the relations between the head of a mission and the Secretary of Legation to that of an English minister and his Under Secretary?—There must be always a great difference; the offices are very dissimilar in many respects; and I think it is good that a Secretary of Legation should be employed in making out those cases, and that they can be left to him without any inconvenience.

1506. Since you have been a minister have you had a private secretary?—I had at Naples, and he was also one of the attachés.

1507. Is it advisable, do you think, that the private secretary of a minister should be more of a recognised member of the diplomatic body than he is now?—I should not say that it was desirable to make any change; the actual business of the private secretary at most missions is very trifling, and can be fairly added to the usual work of the attaché.

1508. Would there be a danger that the private secretary might be employed on the private business of the minister?—I do not think he is likely to have enough private business to interfere with his work in the chancery; and, besides, there is a circular which distinctly states that he is to perform his duty as an attaché all the same, whether private secretary or not.

1509. Do you think that where there is a private secretary he should be a member of the mission, and not an extraneous person?—I see no sort of objection to a minister having a private secretary of his own who has no connection with the mission, except that in that way a person who is not known at the Foreign Office, and who is not in any way appointed by the Foreign Office, is admitted to the archives of the chancery.

1510. Might not that, under certain circumstances, be an inconvenience?—Yes, it might; but as you have to trust to the discretion of your minister in many things, you may perhaps trust to him not to employ an improper person.

1511. Have you found any inconvenience to result from the present regulations as to the leave of absence allowed to diplomatic servants?—I have not been long enough at any place to experience the inconvenience; but the regulations would certainly have made it impossible for me to come home frequently.

1512. In your previous diplomatic service, were there cases in which you had desired to come home, and were not able to do so?—I was only a year at Copenhagen before going to Naples; and there also it did not affect me.

1513. During seven years' residence at St. Petersburg, did you come home?—Yes, and I made some very long absences; and under the present regulations, I should have had my pay stopped.

1514. Have the new regulations had the effect of limiting the period of absence?—I cannot tell; they have only been introduced within the last year.

1515. Was there any fixed rule as to the leave of absence allowed to the junior members of the profession before?—No, and I do not think it is desirable that there should be.

1516. You have stated that you thought an attaché might be kept too long at one court; is there not an advantage in his remaining as a diplomatic servant at a place, so long as fully to master all the political circumstances and conditions of the country, and thereby be in a position to apply that knowledge?—I think it is a convenience to the chief, under whom he is, to have a man who has been been a long time at the mission; but, for the individual, I think it would be, on the contrary, a great loss. He may be out of the general politics of

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of Europe, and knows little, except what concerns the particular country in which he is.

1517. Could not the evil be in some degree remedied by his returning more frequently home for a short period?—Yes, I think the returning home is good; but I think that the system which the French follow of changing them at stated intervals is desirable for the attachés; I could name from 10 to a dozen men who, on the average, have served something like nine years at the same place as attachés.

1518. What do you think would probably be the injurious effects produced on the minds of those men?—There are several, and first of all the practice of keeping them so long at one place confines too much the advantages of seeing the business at the larger courts to the attachés who happened to be sent thither originally; if one man, for instance, is named to Paris, and another to Greece, and they are each of them kept there for seven or eight years, I think that the man at Paris has an unfair advantage over the man at Athens, with regard to opportunities of learning his profession.

1519. Is there not also some danger of a diplomatic servant too long engaged in one place falling into particular factions, and adopting special views of politics, rather than taking the large and general view of things which would be desirable in an English minister?—Yes; I think there is that danger; but I have not witnessed any bad consequences from that myself.

1520. Upon general grounds you would prefer that attachés should not remain too long at any one post?—I should, very much; but you must pay the expenses of their journeys. It would not be fair on unpaid attachés to make them travel, say from Madrid to St. Petersburg, and then order them on an equally long journey, without paying their expenses.

1521. What is the regulation as to the payment of the expenses of the journeys of the unpaid attachés?—They receive no allowance for the expenses of their journeys; the paid attaché receives an allowance on proceeding to his post.

1522. And the same with the secretary of legation and the minister?—The secretary of legation gets a small sum as an outfit; but I do not think the expenses of his journey are paid.

1523. Are the expenses of the minister's journeys paid?—They are not paid; he receives likewise an outfit for his establishment, which is meant to cover the expenses of his journey.

1524. Have you found any inconvenience to result from the irregular payment of diplomatic salaries?—Never; I should say that our salaries are generally paid within a fortnight or three weeks after the reception of the life certificates, which we send home.

1525. Do you think the continual repetition of the life certificate necessary?—I should not have thought so. I do not know what the advantage of it is.

1526. Is the effect of the practice of sending them to delay the receipt of the salary?—I imagine so.

1527. To a considerable extent?—If the warrants are not made until after the certificates are received from a distance, I should imagine it delays it considerably.

1528. Have you had an agent at the Foreign Office?—Yes.

1529. Have you found that arrangement a necessary or convenient one?—I have found it decidedly convenient.

1530. Have you found any special convenience to result from that system, which could not be equally enjoyed by the employment of an agent not connected with the office?—Yes. I think there are many conveniences in it; for there are many things that we wish to be done for us, that our agent executes in a way that would be rather difficult to have done by anybody out of the office.

1531. Are you aware of any suspicion in the service of any undue influence being used in consequence of those agencies?—No; I never heard of anything, or of any suspicion of the kind.

1532. Do you know instances of diplomatic friends of your own, who have not agents in the Foreign Office?—I have heard that there was one person who had not got an agent at the Foreign Office; but I know of none now in the diplomatic service.

1533. Do you think that indirectly a man would suffer in his profession from his

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his being an exception to the rule?—No; I do not think that would affect him in the least.

1534. Do you think there would be any advantage, as far as you have seen, from a more close interchange between the clerks in the Foreign Office and the diplomatic profession?—I think it would be an advantage if it could be fairly carried out, but I very much doubt whether it could be accomplished.

1535. Where would be the difficulty in a system by which a young man was employed for a certain period in both services, and then was attached to whatever service he seemed most fitted for, or for which he was deemed most fitted?—I should rather distrust the first choice of a young man being made at the Foreign Office. I should not like that they should have the power of selection, because, naturally, they would look more to their own interests than to the interests of those who were abroad, and they would probably take the pick, and let us have the rest.

1536. You think the chances are that the Foreign Office would be rather the gainers?—I think they would get the best of it.

1537. But are there not sufficient attractions in the diplomatic service to incline many men, supposing that the pensions and other matters were made equal, to prefer the diplomatic service?—No doubt many men would prefer it; but you speak as if it were to be a voluntary change, and not as if the men the best adapted for the two services were to be selected by the Secretary of State.

1538. In any arrangement of this kind, where there was a choice of departments, would not the arrangement be necessarily voluntary in a certain degree?—To a great degree; but on the whole I should rather see the two services kept distinct; by attachés being sent home and exchanged with the clerks of the Foreign Office at stated periods, and for a considerable time, it being understood that they merely came home for their year or two years, or for whatever time was considered right.

1539. Do you mean that you would rather wish that a man should enter the one service or the other upon the understanding that he was to be permanently engaged in it?—Yes, that is my meaning

1540. But for educational or other purposes, there might be a considerable interchange of duty between the two services?—Yes, with great advantage.

1541. Under such an arrangement it would always be possible, would it not, to transfer a man from one service to the other?—Certainly; but I would not make the two services quite common.

1542. From what you have seen of the consular service, in different parts of the world, would any advantage, in your opinion, result from any assimilation to the French system, by which the Consular and Diplomatic services are most closely connected?—I think you would occasionally get able men from the Consular service, but I believe it is undesirable to do anything to make your consuls more political agents than they are at present. If you had a consul who wished to get into the Diplomatic service, he would probably begin by showing his fitness for it by writing and meddling with political matters.

1543. In a country of very great extent, with very great diversity of populations, where you have a mission only at the centre of Government, does not a consul necessarily become a political personage with regard to the portion of that country in which he is engaged; for example, supposing that you had consuls general at Florence, and at Naples, would it not be necessary, for some time at least, to invest those persons with something like political importance up to the time, say, when the unity of Italy may be accomplished?—Naturally, in a time of transition like that, you would wish to have political reports from agents in different parts of the country; but I think that that is an exceptional period.

1544. Does it not apply to Russia in a certain degree, for example, to the consuls general at Warsaw, or at Odessa, at which places those persons must have political relations in the districts in which they are engaged?—Yes, no doubt he has; but he ought not to be looked upon as one of the political agents of the Government.

1545. Take the consul-general at Warsaw at the time of the Polish disturbance, was not his position to all intents and purposes a political one?—The consul general at Warsaw has always been so; he is not like most consuls, appointed on account of the trade of the place, or of British subjects established there;

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there; but he was appointed to Warsaw to keep his Government informed of the state of feeling in Poland; there are a few such places, but not many

1546. Do you not think that the consuls-general in such places as we have mentioned, really occupy a more important political position than that of ministers at small courts?—Certainly; a consul may at times occupy a much more important position; and so in all countries, during times of trouble, it is the duty of the consul to keep his minister informed of the state of feeling in his district. That I consider to be quite a part of the consul's duty.

1547. Do you think that those more important consulates-general should be filled by persons who have had a diplomatic training?—It is difficult to say; he ought not to be a man who would be looked upon with any jealousy by the authorities of the country, and the less political he is, the better his position is likely to be as regards them.

1548. If persons who have not been in the diplomatic service are fit to hold those appointments, why should not consuls-general be able to hold such appointments at such places as Dresden or Hanover, or in small courts where there must be fewer matters of political interest?—I should be very sorry to see a consul-general or a consul debarred from all power of receiving a diplomatic appointment; but I do not think that it would be good to make the exchange a matter of ordinary occurrence. There is no doubt that you might occasionally get excellent men from the consular line; I think it would be a great mistake not to transfer them to diplomacy, if they are better fitted for it than for their own career.

1549. Do you think that the facilities of communication and locomotion have materially altered the relations between the diplomatic service and the minister at home?—Yes, they have altered them, certainly. A minister is not called upon to assume such a serious responsibility as he used to be occasionally obliged to do in former times.

1550. Do you think that is advantageous or not?—I do not know whether it is advantageous or not; it cannot be avoided now.

1551. Does it, in your opinion, rather tend to increase than to diminish the anxiety of the minister?—It increases the difficulty of the minister in other respects. There is not so much responsibility to take, but I think, with the very scanty telegraphic information that we get, it is more difficult to form a just opinion of the real state of things when one is abroad than it used to be.

1552. I understand you to say that the chance of frequent interruption by means of telegraphic communications almost requires more tact and discretion on the part of a minister than when he could carry out his own policy with less interruption?—There is also much more difficulty in ascertaining what is the true state of things. You receive telegraphic news that first appears to give information, but which often turns out to be totally at variance with the facts as they come out afterwards when you receive the post.

1553. Mr. *Layard.*] In what did the staff of your mission consist at Naples?—There was a secretary, a paid attaché, and two unpaid attachés. During the greater part of the time we had also a paid clerk.

1554. In what business was that paid clerk engaged?—There had been a paid clerk at the Legation at Naples for many years; the number of English visitors caused a great deal of troublesome business as to passports, custom houses, and little difficulties with the authorities, which was not exactly attaché's work; but if we had not taken some steps to put them right, our travelling countrymen would often have been subjected to much petty annoyance.

1555. Was not that the business rather of the consul than of the mission?—No; the person I spoke of was clerk to the mission.

1556. But was not that more of the business of the consul than of the mission?—I do not think that that is generally considered consular business. It is business in which an Englishman could not say that he had a right to have help, in most cases; but of course you always wish to give what help you can.

1557. When there is a mission and a consul at the same place, each, of course has its respective duties?—Yes; but sometimes it is not very easy to say which, when a case arises, ought to take it up. As a general rule, on a trifling case occurring, with regard to a difficulty in landing a cargo, or anything of that sort, the consul will go to the department in which the annoyance occurs, and nine times out of ten will be able to rectify it; but if ultimately it cannot be

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put to rights, the matter will be referred to the mission, and a representation be made to the Minister of Foreign Affairs.

1558. Did your attachés speak the Italian language?—Two of the attachés spoke it perfectly.

1559. Was there not one gentleman who had been attached many years to the mission at Naples on account specifically of his knowledge of the Italian language, Mr. Fagan?—No, he had left before I went.

1560. Before your arrival, I believe, there was such a gentleman during Mr. Temple's time, who had been there for many years?—There was

1561. Did your attachés speak Italian?—Two of them spoke it perfectly.

1562. When your mission was suspended at Naples, would it have been impossible to employ the gentlemen who composed your staff in the Foreign Office here, until other employments could be found for them?—I should have thought it very easy either at the Foreign Office or abroad; but the only one for whom employment was found was the unpaid one, who is employed at the Foreign Office.

1563. Was any application made by any of those gentlemen to be employed?—No, I do not think there was by themselves, but I strongly urged that they should be employed abroad.

1564. Is the gentleman to whom you have referred now paid in the Foreign Office?—No.

1565. He is employed there as an unpaid servant?—He is a volunteer.

1566. Do you think that a system could be adopted under which gentlemen, situated as those who were connected with your late mission are, could be employed in the Foreign Office when they had no other occupation?—I should have thought that they might more easily have been employed abroad, by being attached as supernumeraries to other important missions; but I do not think that the attachés or the Secretary should be liable, after, as in this case, 16 years' service, to be turned adrift altogether without employment; I do not think that is fair.

1567. Were you paid your expenses home?—Yes; I was ordered home on public grounds.

1568. How long had you been at Naples?—I had been at Naples about a year and a half.

1569. Had you taken a house there?—I had taken a house.

1570. Did you furnish it?—Yes; and I was just completing the furnishing of it when I left.

1571. Having to sell that house and furniture, if you did sell it, I suppose it was a considerable loss to you?—Very great.

1572. Have you been compensated for that loss?—No.

1573. Is not that a great hardship?—It is a hardship when it follows so very closely upon the furnishing, as it did in my case; but these losses are generally, to a certain extent, compensated for by a person being moved to another post, when he receives a fresh outfit; it is always a loss, but that of course diminishes it.

1574. Where are the archives now kept?—I cannot answer that question; but I was obliged to keep my house to the 5th of May, and the archives therefore would remain in the old chancery for the time that my house remained on my hands.

1575. Are you aware whether the attaché in charge of them has got a house or not?—I am not aware; but I should imagine that he lived in the rooms attached to the chancery; there were three or four rooms there.

1576. Would the archives be transferred to the consulate?—During the suspension of the relations, two years ago, they were transferred to the consulate; but I imagine that they will, now that Italy is one kingdom, be all sent to Turin.

1577. Is it your opinion that English travellers, whether for pleasure or business, have any good ground of complaint for want of attention being shown to them?—I do not believe they have; there may be cases in which they may have reason to complain; but there is in general every disposition to help them; occasionally we meet with very unreasonable persons.

1578. Is there a general office provided for the transaction of the business of travellers, and others, who may have particular objects in visiting foreign countries?—No; there is no office on purpose for that.

1579. Where

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1579. Where do they transact their business with the mission?—They come to the chancery, and say what they have to say. In most chanceries there is an outer room, where you can see people whom you do not wish to have inside where the business of the legation is going on.

1580. Is there not an objection to admitting strangers generally into the chancery?—Yes, that is an objection.

1581. Are there business hours set apart for the reception of travellers, and persons having business to transact at the missions?—That differs very much according to the places; in some there are many travellers; but there are places where they are so few that you do not have one traveller in a month come to see you.

1582. When a minister lives in a country, at a distance from the capital, is he bound, or not, to have a place where travellers can get their business done?—Yes; there is an order of Lord Malmesbury's as to that, stating that either the minister, or the secretary of legation, must be at certain times at the chancery for the sake of legalizing documents requiring their signature.

1583. Is that circular complied with in general?—I really do not know whether it is complied with in general; but, in my own experience, I have not seen it disobeyed in any way; there may be places where they do not pay attention to it.

1584. You think, upon the whole, that neither travellers, nor persons going abroad for business, have cause of complaint as to want of attention being shown to them at the different missions?—Yes, I do not think that in general they have cause of complaint; but it depends entirely upon the minister, upon the secretary, and the attachés. I have no doubt that there may be occasions on which they have not received all the attention to which they were entitled; but I think it is much more common that they have asked for a great deal more than they had a right to expect.

1585. In matters of business, are you sure that they receive all the attention that they are entitled to?—Yes, certainly.

1586. Mr. *Hankey.*] At what age do you think it is desirable that attachés should be first appointed?—I think that it is very undesirable that any attaché should go abroad till he is 21. One of the great objects should be to keep your attachés and secretaries Englishmen as long as you can; if you send them abroad too soon, they become foreigners before they are well into the service.

1587. Do you think it is desirable to consider a degree obtained in an English university a sufficient qualification, in the first instance, in lieu of the present system of examination?—I think it is very desirable that a degree should be allowed to qualify, in lieu of the civil service examination, for an attachéship.

1588. Why do you think so?—Because I think it is a guarantee that the candidate has received an English education, and I think that that is the most important of all things for a man who is to spend his life abroad. At present, when a young man is going into the diplomatic service, the chances are that he is educated out of the country. He has very little opportunity of learning foreign languages in England, and he goes abroad to learn French and German, and never gets a thorough English education.

1589. With regard to speaking French, as a knowledge of French, especially, is considered to be an indispensable qualification, do you think that a young man can acquire that by the English college system of education?—I have no doubt that he might acquire it, but it would be more difficult; you must have a guarantee that he understands that language; you must make that an exception; he must show that he is qualified to speak French, in addition to the degree.

1590. Do you think it desirable that attachés should be treated as if they were part of the family of the minister?—I think it is very desirable that the minister should so treat them as far as he can, but I should be very sorry to see a regulation introduced, as there is in some foreign services, which gives an attaché a right either to dine with the chief, or to receive a compensation; I do not think that an attaché ought to be able to look upon his chief's dinner as a *table d'hôte*; but I think that ministers, as far as they can, ought to receive the attachés into their houses. In all my missions as an attaché, with all the chiefs

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I have served under, it was their habit to have their attachés daily, or very nearly so.

1591. Have you any objection to state the names of those chiefs under whom you have served?—Not at all; I served under Lord Stuart de Rothesay, Lord Bloomfield, Sir Andrew Buchanan, who was chargé-d'affaires for a long time, Sir Edward Disborough, Lord Dunfermline, Lord Westmoreland, and Sir Hamilton Seymour.

1592. During the time you have been in the Diplomatic service, have you ever heard that it is a subject of complaint that the attachés, or the younger members of the mission, do not go much into society, or as much as is desirable, at the places where they may reside?—I have heard sometimes that it is so; but you sometimes see in a mission, that one attaché goes to every ball that he can go to, and that another never goes out at all; there is no rule as to that, sometimes they do go, and sometimes they do not.

1593. Is it desirable that a minister should offer any advice or recommendation to young men that they should go into society?—I think that a man who is fitted for society is best adapted for diplomacy in general; but there are some men whom you see that it would be useless to advise to go into society; they are not by nature adapted for it.

1594. *Chairman.*] Do you think that if the attachés were generally paid, the tendency of it would be that the minister would consider himself more exempt from treating them as part of his family, and entertaining them, than he is at present?—I do not think so; I do not think that any distinction is made between the unpaid and the paid attachés in that respect.

1595. Mr. *Grant Duff.*] What are the ordinary duties of a minister in quiet times at a place like the Hague; is it his duty to keep the minister at home informed about all the internal politics?—Yes; it is not necessary to go minutely into the internal disputes of the country; but to record the general tendency of its policy, and particularly in Holland, as regards colonial business, for they have a very important colonial commerce and colonial possessions.

1596. Then is there in the Foreign Office information about the public men, for instance, of all the smaller States. Upon a new minister coming into the Foreign Office abroad, would the minister here be able at once to inform himself upon that matter?—I think so; I think if there was a change of Government in Holland, that in announcing that change of Government one would give a sort of sketch of the state of general politics, and of the character perhaps of the new minister, which could be referred to.

1597. Would that be communicated in a private letter or in a despatch?—In a despatch.

1598. Of late years there has been a very important religious controversy going on in Holland: would it be, in your opinion, the duty of the minister to touch upon a matter of that kind?—Certainly; the minister's despatches would probably give an accurate account of everything connected with the religious disputes.

1599. In short, there is in the Foreign Office a perpetual record kept of what is going on in all the minor countries of Europe?—Yes, and though a great deal of it may be of no immediate importance to the English Foreign Office, much is recorded there which may prove valuable information hereafter.

1600. Mr. *Baillie Cochrane.*] I think you stated that the men who are the best fitted for society are generally the best suited for diplomacy?—That was probably going too far, but a taste and disposition for society is an undoubted recommendation for a diplomatist.

1601. For example, a man might be a very learned, studious, and clever man, but not be the most eligible for a diplomatic situation?—He might be totally unfit for it.

1602. Do you think that the civil service examinations are a sufficient test of the merit of a man?—No examination can be a sufficient test, but it is a good thing to have a security that a man has received the education of a gentleman. I think that is what you want.

1603. A young man might pass through the Civil Service examination, and be excessively awkward, and exceedingly unfit for a diplomatic position in a great court?—Yes, he might certainly; but he is not more likely to be awkward for passing through the examination than he would be without it.

1604. What

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1604. What was your salary at Naples?—Four thousand pounds a year, and 400 *l.* for a house.

1605. Was that sufficient?—I was not long enough there to enable me to judge; the allowance for a house was very insufficient; but whether the salary would have been sufficient I cannot say.

1606. Are you aware that the salaries of the ministers under whom you have served were sufficient for the requirements of the place?—In the larger courts I should decidedly say that the salaries are not sufficient; in the smaller courts they are comparatively better paid.

1607. You stated that all the ministers under whom you had served received their attachés?—Yes.

1608. Have there been complaints of attachés not being much received by the ministers?—Where the staff is extremely large, as it is almost necessary that it should be now in some places, it is perhaps more than you can ask, that the minister should receive all those young men every day.

1609. Do you not consider it an important matter, as connected with the question of paying the attachés; do you not think that if an attaché was received as a member of the minister's family there would be less necessity for paying him than if he lived entirely on his own resources?—No doubt it is a great additional expense to an attaché; and I think he is getting into a worse position every day. The very great increase of the work has called for so great an addition to the number of attachés that they will now be kept longer than ever before they have a prospect of promotion.

1610. What do you consider to be the causes of that increase of work?—It is difficult to say; but part of the increase may be attributed to the increased means of communication, and very much perhaps also to the general appetite of the world for being informed upon every matter passing in foreign countries; the papers have correspondents every where, and our Government cannot be less well informed than the public, but must be supplied with authentic information upon everything that occurs.

1611. Do not you think that formerly, when gentlemen placed their sons as attachés at foreign courts, they were partly influenced by the expectation that those young men would live a good deal with the minister, and have the advantage of his society?—No doubt that was more the case formerly than it is now; there were many who went into the Diplomatic Service, especially young men of fortune, or eldest sons who had prospects of fortune; they went in for a short time formerly, but now they do not; and this tells against the working attaché, because their retirement puts them out of the way of promotion, which consequently went on faster for the working men.

1612. Do you not think that the class of persons who enter the diplomatic profession will deteriorate, if it is generally understood that young men are to be thrown on their own resources in a great capital, and not to have the protection of the minister?—I think you may always calculate that a minister will give every protection, and take all the care that he can of the young men, whether they dine with him or not.

1613. Sir *Minto Farquhar.*] With reference to the previous education of a young man who wishes to enter into the Diplomatic Service, Sir John Crampton stated on Monday last, that in the first instance he would be satisfied with the degree of a university, and an examination in French which he considered a *sine qua non*; do you concur in that opinion?—I should be quite satisfied with that also.

1614. Then would you have him undergo an examination previously to his being appointed paid attaché, that examination comprehending other subjects?—I think the only subject on which it would be important to examine him would be as to the languages of the country in which he had lived. As to other questions, although they are examined upon international law, we know practically that they are crammed for the examinations, and the subjects are just got up for the time, so that I do not attach much importance to them.

1615. Suppose that a young man were attached without having been to a university, would you subject him to the present examination before the Civil Service Commissioners?—Yes, I would require either that or a degree.

1616. As long as he underwent a thorough examination in French before he started in the diplomatic profession, you would be satisfied?—Yes, provided he had taken a degree.

 1617. Leaving

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1617. Leaving him to get up other languages during the time that he was on duty at the various missions?—Yes. There is, however, a suggestion that I would wish to make, which would be very much to the advantage of the attachés, and more so, I think, than a subsequent examination, and that is, that at our legations in every chancery there should be a library, consisting of a certain number of books on public law and treaties, kept under the control of the secretaries, to which the young men should have constant access. It is a thing of very frequent occurrence, that some question is started involving a point of international or public law, and if there were the books at hand, they would be referred to, and the matter discussed; but if not, the subject will never be thought of again. The books are too bulky to be carried about by attachés liable to be ordered from one place to another, and they are not now consulted as they ought to be.

1618. If the expense could be afforded, do you think it would be a great advantage if there was a house for the Minister at each court?—It would be a convenience to the Minister, no doubt.

1619. Would it not be a public advantage, because, in that case, you would always have the archives attached to the house?—I think that, practically, the archives are. It would be a great convenience to a minister to be sure of a good house; but I do not think that the public would gain by it.

1620. Would it not be a great advantage, instead of having the archives removed three or four times, as they may be?—It is a great inconvenience, no doubt; but I do not know that it has not also its advantages. I have had to move the archives at different legations very often; and I believe that, by the mere fact of having to do so, and to put them to rights, I got more acquainted with their contents than I should ever have done otherwise.

1621. You do not think it necessary to have a small room always kept for the archives, and rooms attached, in which any member of the mission might reside?—It would be a great convenience, but I do not know that it would be more than that.

1622. Mr. *Baillie Cochrane.*] Would it not add to the consideration in which a minister was held at a foreign court to have a permanent residence?—I do not think it would; I think that our ministers abroad are perfectly well considered at all the foreign courts.

1623. Sir *Minto Farquhar.*] What did you pay for your house?—About 560 *l.*; my allowance was 400 *l.*, which was intended for a furnished house, and I paid 560 *l.* for the bare walls of the house.

1624. Suppose the Government were to take a house for a long period, would it not probably be obtained on much more favourable terms?—Yes, it might be obtained on better terms; but then the Government must go to the expense of repairs; it would be for the convenience of the minister; but I am afraid it would not be economical for the public.

1625. Mr. *Baillie Cochrane.*] How long were you paid after leaving Naples?—I was paid six weeks after the King left Gaeta.

1626. *Chairman.*] You stated that you had not resided a sufficient length of time in Naples to ascertain whether your expenses would be more than your salary; how was it at Copenhagen; was the salary sufficient to meet your expenses?—Yes; I should say that it was about equal to the expenses.

1627. Did you only live as you thought you ought to do, without trenching upon your private means?—Yes, I think so.

1628. According to what you thought ought to be the standard of expenses?—Yes, for a court of that calibre; it varies of course according to the nature of the place in which you are.

1629. Do you think that a minister has a right to expect that he should make money out of the service?—I should say certainly not. I think he should spend his salary on the one hand, but on the other I think that he ought not to be called upon to spend his own money.

1630. You think that the salary ought to be so calculated that a minister could properly represent without trenching upon his private income, but not more?—I think that that would be a fair rule to lay down.

1631. Do you think that that is the case in some of our smaller missions, but not so in the larger ones?—I think so.

1632. Sir *Minto Farquhar.*] Are you in favour of the payment of attachés from the date of their first appointment?—As far as the good of the service is concerned,

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concerned, I think it is a matter of secondary importance. I do not think that it will affect the service at all, for I do not believe that they would do the work better if they were paid than they do it now. I consider that they do the work as well as men can do it, but I think it is hard that they should be liable to remain five or six years without being paid.

1633. Would it not be fair, now that the diplomatic service is looked upon as a career, that those young men should count their time for a pension from the moment they enter the service?—Yes, I think it would; but at the same time I do not think that an assimilation of diplomatic pensions to civil service pensions would be at all advantageous.

1634. For what reason?—Because, first of all it would be difficult to arrange the pensions in the proper amounts; the pensions of the ministers, according to the civil service rule, would be a great deal too high, more so than would be reasonable; but a more important reason is, that if you want in the diplomatic service to give encouragement to young men, you can only do it by inducing the older ones to leave the service, and, according to the civil service rule, it is an absolute advantage to a man to remain as long as possible in the service, because his pension increases according to the length of his service.

1635. In the Report of the Committee on Official Salaries in the year 1858, the Committee recommended, "That strict regard being had to existing interests, regulations be made for the granting of future pensions in respect of the age and circumstances of the parties claiming them, so far as is practicable in accordance with the 6th and 11th sections of the Act, the 4th and 5th William the 4th, c. 24, which regulates civil pensions." Since that time there has been a new Superannuation Act; will you state whether you see any reasons why diplomatic pensions should not be assimilated to the present scale of pensions under the present Superannuation Act?—I am not quite sure whether I am right as to the civil service pension; but I think it is 10-60ths of the salary after 10 years' service, and that there is 1-60th part of the salary added for every year afterwards up to 40 years, as far as I recollect, and the effect of that would be in the diplomatic service to make it a matter of interest for each minister to remain as long as possible in the service, and in that way you would close the door to promotion. At present a minister, at the end of 15 years' service, and of 5 years in the rank for which he claims the pension, is entitled to one definite sum, and it is no more advantageous for him to go on serving for a year longer than to take his pension at once; but if the pension he may receive goes on increasing, year by year, you offer an inducement to an old minister to remain in the service to the stoppage of promotion.

1636. Do you think it advisable that ministers, who are men of weight, and power, and value, should leave the service earlier than they would do under ordinary circumstances?—Where you get a first-rate man, a man who is considerably above the average, I think you cannot keep him too long; but where you get an ordinary man, no better than, or perhaps not so good as his neighbours, you improve the service by letting him go, and giving a better chance to a young man to show that he has something in him worth developing.

1637. I understand you to say that, as in every service there must be a certain number of men somewhat below the mark, you think that the tendency of an assimilation of the pensions would be to keep those men longer in the service than is good for it?—Yes, I think so. There is every prospect of promotion being extremely slow at present; in the years 1858 and 1859 there were nearly 30 attachés admitted into the service, and by the time that the junior ones of those came on by regular seniority, they will have served, at least, seven or eight years as unpaid attachés, according to the present rule.

1638. Is it not the tendency of the present system by which the claim to a pension only dates from the commission, to induce some of the diplomatic servants to remain at their posts a great deal longer than is good for the service?—Yes; and, therefore, I think that you would improve the service by letting the time count from the date at which they are now named paid attachés, by making them second and third secretaries. The diplomatic service is suffering from what all other services suffer from, that is, from a want of the means of getting rid of the incompetent.

1639. You think that the service suffers from that circumstance, and you think that an assimilation of the pensions would rather increase than diminish the evil?—I think so.

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1640. Sir *Minto Farquhar.*] You would allow an attaché, when he is paid, to count his time for a pension from that time; is it not rather hard that a man has to serve for four or five years without payment, and not be allowed to count his time for a pension?—Yes, it is hard; but I do not think that the time, 15 years from the time of his first being paid, is very long to wait for his pension; it is a short period of service; if you made it 15 years from his entry, I think that would be asking more than the public would be willing to grant; if a man is to enter at the age of 20, and then is to be entitled to a pension at 35, I think that would be more than you would be able to get.

1641. Do you not think that some arrangement might be made whereby a man, on entering the service, should be able to count his time for a pension from that date?—I think it extremely hard that a man who has served, perhaps, eight years unpaid, should have no benefit over the man who has served only on pay.

1642. Consider the present position of an attaché; he remains now four years unpaid upon the average; he then becomes a paid attaché; and he is, probably, five or six years before he becomes secretary, and in that, I think, I give you the smallest average, and yet that would place him in a position of serving nine years without counting any time for a pension?—My late secretary at Naples, Mr. Stuart, served 12 ½ years as an attaché, which time does not count for him any more than if he had never served a day.

1643. *Chairman.*] And I believe he is a very able person?—He is a most excellent public servant.

1644. Have you formed any opinion as to whether there are missions now at certain places which could be safely abolished?—I have no particular means of knowing the importance of the different posts, but one must recollect that a post which, for a long time, seems of no sort of importance, is suddenly found to be of more importance than was supposed: for instance, one of the missions that is often mentioned as one that might be abolished without difficulty, is Hanover, and there are two questions which have lately arisen, which, I think, show that it is most advisable to have a minister there. First of all, you have the Stade duties and the Schleswig Holstein question, which is a very serious matter, and one in which Hanover takes a very lively interest.

1645. With the near vicinity of Hamburg to Hanover, might not the same eminent gentleman who now acts as consul-general at Hamburg perform those duties, and has he not, in fact, taken part in them?—He is consul-general for Holstein, and he takes part in them very naturally, but I think as to the Hanoverian Government, if you wish to know the disposition of that Government, it is important to have a minister of rank who would be admitted into their confidence more or less.

1646. With respect to the two questions which have been referred to, have they not rather fallen under the jurisdiction of the consul-general at Hamburg, than under the Hanoverian minister?—I should not suppose so: I think that they have their distinct duties. I only meant just to point this out as an instance in which unforeseen circumstances arise, which make a mission of more importance than it is generally supposed to be in times of quiet; and in any great national movement in Germany I think it is advisable that you should know the feeling of the different parts of the country, which vary very much.

1647. Are we not now without a minister at some points which happen to be of considerable constitutional interest: for instance Hesse-Cassel?—Yes, it is a very small place. I think you could not multiply them through all the small German States.

1648. Do you think that the line is at present well drawn?—I have not the means of knowing that at all. I have no access to the despatches of the ministers at the different German courts.

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Lunæ, 13° *die Maii*, 1861.

MEMBERS PRESENT.

Sir John Acton.	Mr. Hankey.
Mr. Baillie Cochrane.	Mr. Hope.
Mr. Disraeli.	Mr. Layard.
Mr. Grant Duff.	Mr. Monckton Milnes.
Sir Minto Farquhar.	The Judge Advocate.
Lord Claud Hamilton.	

MR. MONCKTON MILNES, IN THE CHAIR.

Viscount *Stratford de Redcliffe*, Examined.

Viscount *Stratford de Redcliffe.*

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1649. *Chairman.*] WILL your Lordship have the goodness to state how long you have been a member of the Diplomatic Service?—I made my first diplomatic excursion in the year 1807, to Copenhagen, and Sweden, as one of the Secretaries of Legation on a special mission. I was at that time précis writer in the Foreign Office.

1650. Where did you go after that special mission?—After that special mission I was sent to the Dardanelles with Sir Robert Adair, as secretary of legation. On his reception at Constantinople as ambassador, I became secretary of embassy; and, on his departure in 1810, I remained, with the character of minister plenipotentiary. My next mission was to Switzerland, and I was called up to the Congress at Vienna upon Swiss affairs. I was Minister in Switzerland about five years, with the rank of envoy extraordinary. In 1820 I went to the United States of America in the same capacity, and I resided three years at Washington. I was next employed in England, to negotiate a treaty upon all the outstanding subjects of discussion between the two countries, being joint plenipotentiary with Mr. Huskisson. In 1824 I went on a special embassy to Russia, and then as Ambassador to Turkey in 1825. My next employment, while still retaining the position of ambassador to Turkey, was a special mission to Greece for the settlement of that country in 1828, on which occasion I resigned the embassy to Constantinople. In 1832 I went on a special embassy to Constantinople, with reference to an extension of the Greek frontier. On my return towards the end of the year, I was commissioned to Spain and Portugal as special ambassador, but the Spaniards would not join with us, and I did not reach Lisbon. I was then appointed permanent ambassador to Russia, and the Emperor made objections to my appointment, founded on no stated reason, although demanded.

1651. Mr. *Hope.*] At what date was that re-appointment to Russia?—After I had returned from Spain in 1832.

1652. *Chairman.*] After that, I believe your Lordship went into Parliament?—Yes; and I was in Parliament till the change of Government which placed Sir Robert Peel in the position of First Minister.

1653. Did you afterwards proceed to Constantinople as ambassador?—Yes, I again went to Constantinople as ambassador by a fresh appointment in 1841.

1654. How long did you remain in that position?—I held the embassy until I resigned it in 1858. During that term of 17 years I was twice absent, and during the first absence, which was prolonged for two years, I had a special mission to Switzerland, and commissions to visit several courts on my way back to Constantinople. The whole of my second absence did not exceed a period of seven or eight months, and I returned with a view to events which brought on the Crimean war. My last diplomatic commission was to take leave of the Sultan.

1655. Your Lordship has then spent a long and active life in the diplomatic service of your country?—Certainly long, and I trust active.

1656. Will you have the goodness to inform the Committee whether it is the result of your experience that any considerable change has taken place in the nature and conditions of the diplomatic service during the period for which you have been employed?—Considerable changes have no doubt taken place.

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1657. In the general character of the service?—There have been some important changes in the character of the service, and there have been likewise changes in the rank of the representatives at the different courts; for instance, countries to which embassies were sent have since received missions, and again ambassadors in some have been restored, and other changes of the same kind have taken place, from time to time In South America, for instance, all the missions there within my recollection have been established.

1658. I rather referred to the general professional character of the service, and wished to ascertain whether it has assumed more of the character of a career, and whether conditions affecting the members of the service have been changed?—Considerable changes have taken place in that respect also. First of all, the diplomatic service, when I went into it, was no profession at all. It has been brought gradually into a state which, without yet being a profession, has many of its characteristics.

1659. In what way does your Lordship apply that to the condition of things when you entered the service?—The appointments were altogether different, the pensions were different, and I repeat that the official characters of many of the chiefs of embassies and missions, and of the subordinate officers, was different. I think I may say generally, that the service has been improved with respect to the personal qualities of its members. It is difficult to give a precise answer to so comprehensive a question; but, on the whole, the change has been progressive, independently of those special changes which have taken place within the last few years.

1660. Is the social character of the service altered; is it more business-like than it was, and less connected with particular classes of society?—No; I am not aware of any special alteration in that respect.

1661. Was the service paid better in former times than it is now?—There was less regularity of payment in former times; in times preceding mine, ambassadors, as I have been told, were often put to great shifts from the irregularity of payment, and upon the whole, taking that circumstance into consideration, I am inclined to think that the present generation of diplomatists is better remunerated than those of the last generation.

1662. Do you agree with what has been stated by some of the witnesses, that the difference in the expense of living abroad is such as to make the salaries, which were formerly adequate, now inadequate for the purpose?—Speaking from my own experience at Constantinople, and taking into the account what I have heard from others, I should think that such is generally the case.

1663. In the different missions in which you have served, have the salaries which you have received been sufficient to keep up the mission in the condition which you thought was requisite?—I should say yes, in general, so far as I have been personally concerned. When I went out to the United States I found myself considerably in arrear on arriving there, principally owing to the expense of furniture, and a purchase of plate, to the amount of several thousand pounds; but the deficit came round by an economical management of my salary, and enabled me to balance my accounts.

1664. Do you think that, upon the whole, our diplomatic service is as well paid as that of other countries?—I cannot speak with any positive knowledge upon the subject, but my impression is, that it is so, except perhaps in the higher embassies. I doubt however, on general report, whether the ambassador at Paris has a sufficient salary; of the extras I know nothing.

1665. Have the younger members of the profession of late years shown a more active interest in their professional duties than they did in former times?—I have never witnessed any indifference or remissness, generally speaking, on their part, either in my earlier days, or in later times; there may be an occasional exception, but answering the question generally, I am not aware of any marked difference manifested on that head in the progress of time.

1666. Do you think any advantage would result from an earlier payment of the members of the diplomatic body, for instance, the unpaid attachés?—I think it hard upon young gentlemen in the service to be kept, as I believe they frequently have been, too long without any remuneration. I think it hardly fair to keep individuals long in active service without pay. It seems to be unjust towards them, and scarcely less so towards those upon whom they are dependent. I think it has a certain effect in relaxing the hold which the Government, or the chief

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chief of the embassy, ought to have over them. I am not aware of any particular instance in which it has so operated; but it seems to me to be the natural consequence of unpaid employment too much prolonged.

1667. Has there not been a gradual relaxation of what was called the old family relation between the head of a mission and the subordinate members of it, using the words family relation, because I believe that was the phrase used in the letter sent with the attaché?—In all the diplomatic positions in which I was placed up to my last embassy at Constantinople, it was generally my practice without any particular instructions thereon, to receive the gentlemen of the embassy, or the mission, into my house; and they lived with me in most respects as of my own family. At Constantinople, in consequence of an incident that occurred, and which came under the notice of the Foreign Office, an alteration was made in that particular embassy. The Secretary of State ordered a separate kitchen to be made for the gentlemen in the new embassy house, and their living with the ambassador, on taking their meals with him, became expressly a matter of invitation on the part of the ambassador.

1668. Up to that time the members of your mission had lived with you like members of your household?—Never with orders from the Government, but as a reasonable accommodation or custom, which I had pleasure in keeping up, with few exceptions. After that alteration, the case was different; some of the gentlemen on my invitation always dined with me, and others occasionally.

1669. Do you happen to be aware whether that practice has been discontinued in other missions?—I cannot speak to that.

1670. Do you think that any certain advantages follow from that close relation between the head of a mission and the other members of it?—There is an advantage, and also, I think, a disadvantage. The advantage is, that the gentlemen attached to the embassy are more likely to acquire the regular habits of a family; and the disadvantage is, that the chief of the mission may be put into the position of being thought bound to entertain the gentlemen of the embassy always. Consequently a practice which, with some degree of discretion, leads to goodwill and the maintenance of proper relations between the head of the mission and the other members of it, might degenerate into a claim on the part of the younger members, and accompanied, especially in the house of an ambassador having grown-up children, with inconveniences which need not be described.

1671. Therefore, you would think it no disadvantage if the attachés were to receive a small indemnity, and that they should no longer have a distinct claim upon the head of a mission for their ordinary maintenance, but nevertheless that beyond that, they should be admitted as freely as possible into his society?—My own impression is, that they ought to have allowances sufficient to enable them to live according to their rank in the mission, without being dependent upon the advantage of living with the ambassador, speaking with reference to the case of their living in the ambassador's house, or their having to find lodgings for themselves.

1672. In regard to the separate kitchen at Constantinople, was the service of that kitchen supposed to be provided at the expense of the embassy, or at the expense of the gentlemen themselves?—As far as I remember, it was at their own expense.

1673. Has your Lordship ever considered the question of any advantage that would result from a more frequent interchange of service between the Foreign Office and the Diplomatic Service?—I think, as a matter of impression, that, with certain limitations, a definite amount of facility for interchange would be an advantage. It appears to me, I confess, that for the Civil Service, what is called *esprit de corps* is not a thing to be encouraged; I think it weds people to habits of thought and conduct, which, at best, are matters of indifference to the service; it tends to make them think of their office more than of their Government, and more than of their country; it has a tendency, in short, to narrow the mind, and if I heard that an arrangement had been made to effect an intercommunication of service between the different Civil Departments, at least as to the junior clerks, I think, as I said before, that with certain limitations, the public interests might derive some benefit from the change. With regard to diplomatic missions, I am of opinion that a similar kind of interchange, not keeping those who are employed too long in exactly the same position of service, would be an advantage, as operating favourably on the acquisition of knowledge and expansion of the mind, and upon that activity of the mind which is derived from variety of occupation, and

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from not being too much tethered to the same spot. The duty of the clerks, strictly speaking, is confined very much to copying despatches, to keeping the accounts of the office, and to other employments of a similar kind. Certainly, at the present time, when education is more advanced, and when gentlemen are no longer confined to their offices, but more and more brought into society, I think it would be desirable to give them opportunities of moving in a wider official circle, instead of sitting perpetually at the same writing desks day after day, and year after year.

1674. Have you had, in your chancery, at any time, any gentlemen who had been detached from the Foreign Office for special service?—Yes; Mr. Hammond, among others, and Mr. Mellish were both with me at different times. I cannot take upon myself to say what advantage accrued therefrom to them, and through them, to the public service; but I can say with certainty, that I derived very considerable advantage from their experience, their zeal, and their intelligence.

1675. I believe that at one time there was a project for sending out students to become Oriental attachés?—Yes, and it was natural to look to the services of young Englishmen, placed in a position to learn the local languages, and to obtain a competent knowledge of the habits of a country so peculiar as Turkey, and of a place so peculiar as Constantinople; but, I think, that the purpose would have been more completely answered, if the precise mode of attaining it, of which a trial was made, had not been adopted. If I remember right, an application was made to the Universities of Oxford and Cambridge to recommend one gentleman from each, and upon a later occasion another one from each was asked for. Now what you want is not only to put the student into a position for acquiring languages, and obtaining knowledge of the customs of a country, but you want young men who will take a continued interest in the service, and who will consider it as a career. If you expect to have persons who can be recommended on the score of their education at the Universities, and of their superior talents, I do not think that the service of interpreter presents sufficient inducements for them to pursue it with spirit, or to take a prolonged interest in the pursuit; but there is a class of people in the country who I think would have been more serviceable in that line, the sons, for instance, of consuls who are married in the country, and the sons of respectable merchants and other persons of that kind, who generally learn the languages of the country in their childhood, as we unconsciously pick up our mother tongue in England. They come to England and pass several years in receiving a substantial education, not of a nature to terminate in one of the universities, but a good useful course of practical training, and they return to Constantinople or its provinces, with the impressions which belong to English tuition, although of a less distinguished kind than was to be found at public schools or at the university. Youths thus circumstanced learn the languages of the country, and receive early impressions favourable to their career in countries so peculiar as Turkey and Persia; they subsequently carry back with them a disposition leading them to look forward to promotion in the service to which they are destined. At the same time, there would be less danger of their imbibing the vices of the Levant, and they would retain a sufficient portion of English spirit, which I conceive to be a point of the highest importance.

1676. Does your Lordship consider that it would be important, if possible, to substitute Englishmen for the persons who are now generally employed as dragomans in Turkey?—Upon the whole, I am of that opinion.

1677. You think that it is practicable?—I think it is practicable in the way I have already explained; but if the change were attempted, it would require to be done gradually.

1678. Is there anything in the position of a dragoman which would render it difficult for an Englishman to adapt himself to it?—Yes, there is; but I do not think it would be impossible to remove the difficulty. There is still enough of the old manner of transacting business at the Porte which might be repugnant to the feelings of a young man imbued with English ideas; but an understanding for its improvement might be effected between our Government and the Porte.

1679. Are the Committee to understand that you would connect the young men with the consular service, so that the best of them might be afterwards appointed consuls?—I think that the plan of giving attachés occasional opportunities of learning consular business by practice is decidedly beneficial. I was glad myself to find occasions for acting in that manner. Whenever opportunities occurred, I sent an attaché to some distant place on special service, sometimes with

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with the previous sanction of Her Majesty's Government, and sometimes in urgent cases on my own responsibility.

1680. Were those duties, generally speaking, well performed?—Yes. Mr. Allison, for instance, went occasionally into the provinces by my direction on some important service, and in every instance he not only performed his duty, but performed it in a manner to do credit to himself, and to give complete satisfaction to the embassy.

1681. During the period of your embassy at Constantinople, was the nature of your relations with the large body of consuls who were within your jurisdiction such as you thought most convenient for the public service?—I do not at present recall to my recollection anything to which I could object as having caused any injury or serious inconvenience to the public service from the manner in which the business was carried on; the intercourse was frequent between the embassy and the different consulates. If ever I had to complain, it was rather of the individual, perhaps through mistake or accident, than of the established system. In consulates nearer home than the embassy, a clash might sometimes take place between the instructions given by the Foreign Office and those given by the ambassador on the spur of the occasion.

1682. Would you desire that there should be a more direct communication with the embassy at Constantinople from the consuls generally, rather than the immediate communication which they at present have with the Foreign Office?—It appears to me, on the whole, that the system now practised in Turkey so that the consuls correspond directly both with the Foreign Office and with the embassy, putting each party in full possession of the communications addressed to the other, is perhaps, considering the nature of the country, the most convenient and efficient way of carrying on the business, in so far as that of the consuls and the embassy is common to each other.

1683. Did you find any inconvenient interference with your due share in public matters to arise from the communications between the consuls and the Foreign Office?—I cannot at once recall to my recollection many particular instances; there were, no doubt, some during the long time I was at Constantinople, and probably more than I was aware of at the time.

1684. You would not desire any change in the present system in that respect?—I should not like to answer that question definitively.

1685. Do you think it would be convenient if the head of a mission had a regular Government residence for his occupation?—That must depend very much on local circumstances; in countries where, from the nature of our friendly relations, there is but little chance of their being interrupted, and, above all, in the larger empires, I should say that the acquisition of a permanent residence for the embassy or mission would be advantageous; in countries like Turkey, it was formerly essential, and it still is a very desirable thing, in my opinion.

1686. Would there not be some necessary inconvenience and difficulty in making any such arrangement economically as to the erection of a house in any distant country?—In most capitals it is by no means difficult to obtain a house in some commodious part, ready built; it is not necessary to incur the expense of building; at Constantinople there are special reasons for having a residence for the ambassador, though at the cost of building from the foundation to the roof.

1687. Have you had any experience of the arrangements with regard to leave of absence and the return of persons employed in the diplomatic service, or have they been such as you would desire?—I should say that the discretion of the Secretary of State may in most cases be fully relied on. I have always found a gentlemanly inclination on the part of the chief of the Foreign Office to consult the health, convenience, and fair relaxation from business of any officer serving on a mission abroad; at the same time regulations might, perhaps, be introduced in such manner as to combine more effectually the requirements of the public service with that amount of relaxation from business which the individuals employed may reasonably expect, especially at distant parts and in trying climates. As far as my own experience goes, I have never perceived any want of attention to requests for leave of absence, when properly grounded, with due regard for the public service, whether proceeding from the first or from subordinate stations.

1688. Do you think that the deductions which are made from the salaries in consequence of absence are fairly regulated?—I think that the reduction, as it stands at present, operates sometimes rather too powerfully upon the interests of individuals, especially in distant places. If the leave of absence covers a considerable

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siderable space of time, then the expense of travelling is a small matter, and the more expensive parts of an establishment may be dropped; but if the leave should be suspended for a short time, and the distance considerable, I think the present rate of reduction presses more heavily than perhaps is quite considerate with respect to the individual concerned.

1689. You have spoken of the irregularity of the payments in former times; have you had any complaints to make in later times, either as to the payment of the salary or the extraordinaries?—As to the extraordinaries, yes; in the case of salaries, I think there is little room for complaint, though it would certainly be more satisfactory to those employed, if the quarterly payments were made with greater regularity and promptitude. With respect to extraordinaries, I think there is positive hardship, more particularly in the case of a chargé d'affaires, who may be less able to make the advances required on that account than a person enjoying higher rank in the service. There may be at times an accumulation of two or three quarters, and that, at stations where the extraordinaries are large, is attended with inconvenience, even to ambassadors; and not only so, but there is a certain amount of loss, for interest on advances. Upon the whole, I am under the impression that that part of the service might perhaps be better regulated; at the same time, I do not consider it as a question of the last importance.

1690. In peculiar circumstances, such as those of the Crimean war, was not your Lordship compelled to make large allowances, and to suffer some delay in the repayment of those allowances?—Yes; I cannot mention from instant recollection any precise dates at which the inconvenience took place; but, no doubt, at that period the extraordinaries were of necessity greatly increased, and therefore the inconvenience, as a natural consequence, would be increased in proportion. Although I made little or no change in my household establishment, the expense of maintaining it was very much increased, partly from the high price of provisions, and partly owing to the number of persons, who, passing through Constantinople, or staying there, had naturally strong claims on the embassy and its hospitality.

1691. Do you think that there is any advantage in the system which has been adopted by several other countries, of giving a fixed salary to the different grades of the service, wherever the functionary might happen to reside, and then adding to that what is thought necessary, according to the circumstances peculiar to the mission?—I do not see any positive advantage likely to result from such an arrangement. All things considered, I conceive that the rule should be a salary proportioned to the individual's rank in the service, to the nature of his duties, and to the requirements of his place of residence, the salary covering all ordinary expenses of establishment. There might, as an exception, on account of local or temporary causes, be a separate allowance, regulated in each case by the Foreign Office beforehand, or sanctioned by the same authority on the previous application, or subsequent explanations of the responsible person. Such is in general, as far as I know, the character of our present system.

1692. Is there any further remark that you wish to make, or any improvement that you have to suggest, in the diplomatic service?—You are very good to afford me an opportunity of stating my further opinions; but I did not come here with any intention but that of answering the questions which the Committee might think proper to put to me.

1693. Mr. *Layard.*] When your Lordship first entered the diplomatic service it was I believe the custom for the head of the mission to select his own attachés?—Yes, that was generally the case.

1694. The appointment of attachés is now entirely in the hands of the Secretary of State?—Entirely; but there is nothing, as far as I am acquainted with the rules of the service, to prevent any head of a mission from appointing, in addition to the official appointments, any other person as his private secretary; but then he must meet the expense of that appointment himself.

1695. Would not such an appointment require the sanction of the Secretary of State?—Not that I am aware of.

1696. Such being the altered system of appointing the attachés, does not that make a difference in the reception of an attaché into the family of the head of the mission?—No doubt it does make a difference.

1697. Might it not happen that, for various reasons, the attaché appointed might be personally objectionable to the head of the mission?—No doubt; and I have myself been placed under circumstances of an unpleasant kind on that account.

1698. Do-

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1698. Do you think it is advisable to give the head of a mission power to appoint one of his attachés as private secretary, with an increase of pay from the Foreign Office?—I think, that if the head of a mission wished to make such an appointment, he should submit it to the Secretary of State.

1699. Do you think there should be a small increase of pay for the attaché thus appointed?—It does not strike me that there would be any objection; increase of work ought, in most cases, to carry with it increase of pay.

1700. I believe that at Constantinople all the attachés are lodged in the embassy?—All of them.

1701. Did either of the Oriental attachés sent out to Constantinople attain sufficient fluency in writing and speaking Turkish to enable you to avail yourself of their services in preference to the native dragomans?—Sufficiently in ordinary cases; but not sufficiently in cases of political importance, as far as I remember.

1702. Considering the great difficulty of acquiring the Turkish language, and especially in writing it, do you think that the system which you propose of having young men born in the country and who had been accustomed from an early period to speak the Turkish language, preferable to sending out young men to study it?—My own impression is, taking into consideration all the circumstances, that the embassy would be best served in respect to interpretation by persons taken from the class that I have mentioned before.

1703. I believe that among the Turkish Ministers, the habit of speaking French has very much increased?—A good deal.

1704. In the communications from the Porte to the heads of missions, the French language is generally used, is it not?—Generally; public notes are often written in English as a matter of form, but the essential communications are pretty generally in French.

1705. Those are the communications from a mission to the Turkish Government?—Yes, just so.

1706. But are the communications from the Turkish Government to a mission not in French?—On solemn occasions the Turkish language is still used; but in cases of a more confidential character, the French. Of late there have been cases where notes have been written in French; but on any solemn or very formal occasion, the Porte, I imagine, would still employ its own language, and, in that case, the embassy (I mean our own) would, as a rule, reply in English.

1707. That is according to the rule of the Foreign Office, is it not?—Yes; I think so, that either each party uses his own language, or they both use a common language.

1708. Do you think it necessary to retain the appointment of Oriental secretary at Constantinople?—To say the truth, I have doubts on that subject; there are occasions on which the embassy might certainly feel the want of such an officer; but any continued necessity for his services in a separate position is not so apparent.

1709. Before Mr. Alison was appointed, I believe that for some years there was no Oriental secretary?—The only Oriental secretaries I remember were Mr. Terrick Hamilton, who is still alive, and Mr. Eliot; and then I think there was a long interval until the appointment of Mr. Allison, who was much distinguished by his talent for languages, and generally much employed in the embassy.

1710. *Chairman.*] Is there not an advantage in having such a man as an Oriental secretary there, whom you could send on special missions of a local character, such as you have already mentioned?—No doubt occasions may arise when the services of a person possessing a large share of natural intelligence, and general knowledge, with particular qualifications as to language, are of much value; but if it were an object to keep down the expenses of foreign service as much as possible, I doubt whether the services in question might not be sufficiently rendered by the senior Oriental attaché, without the special appointment of an Oriental secretary. Undoubtedly, there is something to be considered on each side; but, on the whole, if the matter were left to my decision, I should be inclined to look forward to the suspension of the post, whenever that measure can be adopted without prejudice to the able and intelligent gentleman who occupies the place now.

1711. Mr. *Layard.*] Will you be good enough to state to the Committee how you employed the Oriental secretary?—His principal employment was translating papers from the Turkish, or translating English papers into Turkish, sometimes of a confidential, and sometimes of a formal kind.

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1712. Could that duty have been performed by either of the dragomans?—I doubt it much; certainly not by the present native dragomans.

1713. How did you employ the Oriental attachés?—They were employed occasionally in aid of the others, for interpretation on the minor affairs of the embassy, commercial or judicial matters, and for cases in which the consular chancery was concerned, incidents compromising English subjects, and in short for any occasional and minor affairs of different kinds.

1714. Were they employed also in the chancery, like other attachés?—Yes; part of their duty was, at the pleasure of the ambassador, to be employed in the chancery business.

1715. It was the habit, was it not, at Constantinople, to send the attachés, not only the Oriental attachés, but the others, to take charge of consulates when the consul was absent?—This was occasionally done.

1716. Did you find that system work well?—I think it was attended with good effects.

1717. It would give the attachés an opportunity of acquiring some knowledge of the country?—Yes.

1718. Do you think that that system might be generally adopted with advantage to the service?—Yes.

1719. I believe Mr. Hughes, one of the Oriental attachés, was afterwards made consul at Erzeroom?—Yes.

1720. And Mr. Doria was transferred to the Persian Mission?—Yes, by the Foreign Office.

1721. Of those four gentlemen originally sent out, the only one now at Constantinople is Mr. Hughes?—Mr. Wood, a very talented young man, died at the time when he was attached to a mission on the frontiers of Persia, under General Williams; about the same time Mr. Doria went to Persia. Mr. Hughes went to Erzeroom, and Lord Strangford, who acquired the Turkish and Persian languages in a manner to fit him for any work in which those languages were concerned, displayed very considerable talent and fitness for acquiring knowledge in all respects; but at that time his health was very uncertain, and it was not found convenient to employ him in communications with the Porte. But I believe, as far as language was concerned, that he was quite equal to the service.

1722. Will you kindly state what, in your opinion, should be the staff of the embassy at Constantinople?—I am not aware that it is too much or too little at present; but I cannot say that I have it sufficiently under my view to be able to give a positive answer to the question at once, with satisfaction to myself.

1723. Do you consider that embassy exceptional with regard to the staff?—No doubt. I know of no embassy, unless it be the embassy at Paris, which has such constant work as that of Constantinople.

1724. In your time was the embassy rather over officered than under officered?—I think there was sufficient; but during the war the increase of business was very great, even in the common writing of despatches. There was one year in which, if I remember right, the number of despatches addressed by me to the Foreign Office alone was about 1,750.

1725. I believe that the number of hours your Lordship was constantly engaged in business in the 24 was very great?—Yes.

1726. And the embassy in general was very hard worked?—Yes, that is my recollection of it.

1727. Do you think, as a general rule, that the members of the diplomatic service should be more or less dependent upon their own resources; in other words, that they should have an independent fortune of their own?—I think so, most decidedly. My opinion has sometimes been asked by persons with regard to their children or other near relations, and I have always said that as a career the diplomatic service was a very imperfect one, and that unless there was some kind of independence possessed by the candidate, it was not a service which I could conscientiously recommend in the sense of a profession.

1728. Would that observation apply, even supposing the system of pensions was placed upon a new footing?—I am free to say, that in my opinion, a regular profession at home offers a much better prospect of advantage than diplomacy to a young man of industry, talent, and ambition.

1729. What do you think should be the education of a young man going into the diplomatic service, having reference to a college education or education in a public school?—I may speak under prejudice, having been at a public school myself,

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myself, and having been also at college. It is natural, therefore, for me to view that sort of education with favour. No doubt, a strict diplomatic education might be better conducted, and the habits of mind resulting from it might be more readily acquired upon some other plan, and in some other place of tuition, but I consider the spirit which is to be obtained at our best public schools, and also at the university, as affording an advantage far beyond any mere formal acquisitions. I have an impression that it is more and more of consequence for every branch of the public service that a man's character should be drawn out, and corrected by discipline, and that he should acquire habits of acting in a right, a large, and comprehensive manner, rather than making it his chief point to obtain a knowledge of languages, or of natural philosophy, or anything of that kind, which no doubt is an advantage in conjunction with others; but when you put a question to me, so that the two modes of education are contrasted one with the other, I think that for a service like the diplomatic service I should give the preference to a classical education.

1730. Have you had experience of any of the young men who have passed through the present limited competitive examinations?—No.

1731. Do you think that such a system is advisable?—I can only answer by conjecture. not having had occasion to witness the effects of it, but speaking generally, no doubt it is desirable to ascertain that those who are candidates for the public service abroad should show that they have a competent knowledge of those special parts of education which cannot be dispensed with; but I think that the examinations may be carried too far, and applied to details in a manner to give undue advantage to inferior abilities over those of a higher order less drawn out, and not having had the same mechanical training as to particulars. I have sometimes thought that if the young men, instead of being required to give a list of the rivers and mountains in this or that part of the world, were called upon to show a general acquaintance with geography, and other branches of liberal knowledge, and to explain what course they would pursue under given circumstances, or state, for instance, their ideas of an honest, fair dealing, efficient negotiator, the representative of a great empire, the interests of Government and people would in the end be best promoted.

1732. Mr. *Baillie Cochrane.*] In point of fact, there are certain qualifications requisite in an attaché which no examination can at all test?—Just so; the question, in its nature, is conjectural, but such are my impressions.

1733. *Chairman.*] Does your Lordship think that an ordinary English education, such as you have described it, would generally include that complete knowledge of the French language which you probably consider essential for a diplomatic career?—As things are now, it is certainly desirable that candidates should possess a competent knowledge of the French language; of course, the more he knows the better; but as to what is essential for a beginning, I should say that it would suffice to spell French intelligibly, to speak it for common purposes, and to have read a few of the best works in that language.

1734. Do you think it is necessary for diplomacy, in all the ranks of the profession, that every one should be able to use the French language with ease and comfort to himself, so that it would be the same thing to him as his own language?—There is no doubt that with regard to those holding the higher positions, who are called upon to negotiate either with Frenchmen, or with persons of another country, habituated to converse in French, a more complete knowledge of the language is desirable. In negotiating with Frenchmen, if any question were raised as to the meaning of a word, I should always feel a delicacy in pressing my own view. Such questions will not unfrequently occur amongst people of the same country. Even upon a question of spelling, people do not always agree.

1735. May not the French language be regarded as the general diplomatic mode of communication?—Yes.

1736. Mr. *Baillie Cochrane.*] Does your Lordship consider that the good opinion and appreciation of the Minister under whom an attaché has served for a certain number of years, is a sufficient guarantee of his merits, without his being examined by any Board?—The Honourable Member refers, I presume, to moral and intellectual qualities; we must also consider those acquirements which are, in truth, the tools of the profession. If an attaché were quite unexceptionable in the higher attainments, but at the same time positively ignorant of foreign languages, with a confused smattering of geography, and other branches of knowledge

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ledge which come frequently into play, no doubt that man would be an imperfect instrument in diplomatic business.

1737. He would not in that case be approved by the Minister?—I should think not.

1738. Your Lordship is no doubt aware of what the examinations are which attachés have now to undergo before the Civil Service examiners?—Nothing of the kind has fallen practically under my immediate notice. I recollect seeing a series of questions in one of the early reports, in which a young man was asked the name of some stream in Dorsetshire, which he did not know, and as far as I remember, there was an unfavourable impression made by his ignorance, and that put me in mind of an answer once given by a young man at college, when asked at what point Xerxes had crossed the Hellespont. He said at the narrowest.

1739. Mr. *Hope.*] On the question of education, your Lordship stated that you thought it most important that an English spirit should be infused into it?—Yes; perhaps I was wrong in using the word English, and I should have said, more properly, a British spirit.

1740. In stating that you attach great importance to that, I presume you mean that you would wish young men to be educated as much as possible at home before going abroad?—Yes; that they should receive the earliest part of their education at home.

1741. With a view to acquiring thoroughly British feelings and British ideas?—Yes; I think so.

1742. With reference to the French language, I understood your Lordship's answer to be, that in the higher ranks of the diplomatic profession, a very complete knowledge and fluency in speaking were required, but I apprehend that you would be content if a young man, on first going abroad, acquired that fluency after he arrived at his mission?—No doubt it would be better if he understood French, so as to speak it fluently.

1743. But you would not sacrifice the advantages of a home education for the purpose of acquiring it?—No; I think not to that degree.

1744. Mr. *Hankey.*] Do you think there would be any advantage in changing the name of paid attachés to that of secretaries?—I think there would be one advantage in it. Secretary is an English word, which attaché is not.

1745. Sir *Minto Farquhar.*] Would it not place them in a better position with regard to the second and third secretaries of other embassies?—No comparative disadvantage on that account has come to my knowledge, but if I had been consulted, I should rather have called them secretaries than attachés. When I first entered the service there were no attachés, but there was the same thing without the name; that is, young men were sometimes employed in aid of the Secretary of Legation or Embassy, on selection by the head of the mission.

1746. It has been suggested by two or three gentlemen who have been examined before this Committee, that if you called them first, second, and third secretaries, instead of secretary, and first and second paid attachés, it would give them a better position?—If I were beginning my career, I might prefer being called secretary rather than attaché. I do not think that there is any serious objection to making the change, and if the change were made, it would be more satisfactory probably.

1747. Sir *John Acton.*] Do you think that the Diplomatic Service might be improved if it were made a more profitable career than it is, and more fit to bear a comparison, with respect to profits and advantages, with other professions?—I think that the appointments should be sufficient for the due performance of the duties, and that any individual employed in the Diplomatic Service of Her Majesty's Government should be placed on terms of society with the native gentlemen; an ambassador with those of the first rank, and an envoy with those of the class generally. An ambassador is supposed to be the immediate personal representative of the Crown, and the substantive advantage of that position to the public is, that he is enabled to communicate directly with the foreign Sovereign to whom he is accredited, and to communicate with him on equal terms. In order to maintain a position of that kind, there ought to be a representation similar to that which the men of high rank in the country would exhibit; it would not be necessary that an ambassador should be able to vie with persons of largest fortune in the country, but generally, with the average highest rank; for instance, the highest rank in this country is that of duke, and we have some dukes who possess very large properties, and others who can just keep up their position. I should say

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say that in regulating these matters, an ambassador should be able to keep upon the same terms in society as the least favoured of those who move in a rank of that kind.

1748. Do you consider that the efficiency of the service has suffered from its not being so profitable as a career, or as not presenting so good an opening as other professions?—I cannot undertake to say, as far as my experience has gone, that it has so suffered; there is, generally, such a spirit amongst the gentlemen employed, that they would rather make sacrifices out of their own means than allow the service to suffer; but it is hardly fair to leave an opening for such sacrifices. To speak from conjecture, I should presume that adequate remuneration and the prospect of high eventual prizes would obtain for the public a greater command of talent.

1749. May I ask your Lordship what your opinion is, from your experience at the different Courts, of the efficiency of our Diplomatic Service, as compared with that of other States?—This question may be referred either to the diplomacy of this country as compared with the diplomacy of other countries, or to the efficiency of the individuals employed therein by the Foreign Office, as compared with their colleagues employed by other Governments. I partake the opinion expressed by many, that our diplomacy, taken in the first sense from early times, has not been remarkably successful. The nation may be said to have made its way to an increase of power and glory less by negotiation than by force of arms and commercial enterprise. Looking at our diplomacy in the more limited and personal sense, I see no reason to stigmatize the individuals employed in it abroad as generally inferior to those employed in a similar service by foreign Governments. Now and then, here or there an individual of remarkable talent or character may be found, and his country would naturally have the advantage of his superior efficiency, whether in the service of this or any other Government. But facts, I conceive, would by no means warrant a supposition that the Queen's diplomatic servants are, as a class, and in the exercise of their functions, at all inferior to their foreign competitors.

1750. Neither now, nor at any former period?—It may be that latterly the average character of persons employed in our Diplomatic Service has been higher. Towards the end of the last century, there were some very distinguished men in that service, such, for instance, as Lord Malmesbury, Lord St. Helens, Lord Auckland, and others, perhaps; but my impression is, upon the whole, that the service was not so generally well supplied as it has been of late years.

1751. Mr. *Grant Duff.*] I understand you to say, that the salary of our ambassadors ought to correspond with the average fortunes of the people moving in the very best society in the countries to which they are accredited?—Yes.

1752. Now, apply that principle to the Paris embassy; should you not say that the Paris embassy was rather overpaid than underpaid?—I have no reason to think that it is overpaid; rather the contrary. In the time of the Republic, expenditure, in general, may have been reduced; but, to the best of my very limited acquaintance with the subject, I believe that the present manner of living in Paris, especially on the part of official people in the French service, is more expensive than ever.

1753. I should conceive that the salary of our ambassador at Paris would represent very much more than the average fortunes of most of the people moving in the best society in Paris?—That I cannot speak to with accuracy; but 10,000 *l.* a year, which is the salary of our ambassador in Paris, would certainly be a considerable fortune in France. But then you must recollect that we have no longer to deal with the old nobility of France, but with that commercial aristocracy, which can compete to any amount, and with much larger incomes than Lord Cowley now enjoys.

1754. But then the salary, with its allowances and advantages, amounts, does it not, to a very much larger sum than 10,000 *l.* a year, including a house and many other things?—The house is a positive addition, no doubt; but if the Government, in furnishing a house, places at the disposal of the ambassador a house of the value of 2,000 *l.* or 3,000 *l.* a year, of course you must give him a proportionate salary, for nothing is more ruinous than a house too large for your income.

1755. Is it not true that in Paris house rent is by far the greatest expense?—I remember

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I remember a time when everything was cheaper in France than in this country, but I believe it is not the case now.

1756. Would you not say that in St. Petersburg the salary was decidedly too low, it being 7,000 *l.* a year?—I cannot speak to that positively at this moment. When I was appointed to St. Petersburg, many years ago, I remember to have asked Lord Heytesbury, who would have been my predecessor, whether I should be ruined, and he said, "No; but you will have to put in 1,000 *l.* a year of your own."

1757. Applying the principle which you mentioned just now, 7,000 *l.* a year would certainly not represent the average fortunes of persons moving in the very best society in St. Petersburg?—I think not; my impression is that our ambassador, Lord Napier, is underpaid.

1758. Mr. *Hope.*] I believe you have no special knowledge as to Paris?—No; nothing but what any gentleman might have from reading the papers and visiting the country, as a private individual.

1759. Your principle would be that the ambassador should have a fortune equal to that of persons in the habit of giving entertainments and receiving society?—Yes; but rather by way of illustration than to give an exact measure of what is requisite; you must take a census of the fortunes at Paris, in order to bring the idea practically into play.

1760. I believe that in Paris, and in some other continental capitals, bankers and other large capitalists are the great entertainers?—I suppose they are.

1761. You drew a distinction between the post of ambassador and that of minister?—Yes.

1762. In your experience do you consider that cases arise in which that becomes a very material difference?—The difference is what I stated before, namely, that an ambassador has by custom a right to personal communication with the Sovereign, on the principle of personal representation, which is, no doubt a considerable advantage, especially in countries where the chief power is arbitrary.

1763. Would that, in your opinion, justify a re-establishment of embassies, which has been done now in several of the great Courts?—Yes; I think so. The first object to be had in view is, the efficiency of the service without any unnecessary expenditure, and the Government, which has to regulate provisionally questions of that sort, must form its judgment on that principle in deciding the amount to be respectively allowed to heads of missions. But there are local, political, and social circumstances, accidents of time and place, which must likewise come under consideration, and sometimes modify the application of a general principle. I had a commission to regulate the salaries of our consuls in America, when I was minister there, and I reported to the Government what I thought would be a proper salary for each, agreeably to those considerations. My recommendation was approved, and subsequently remained in force for several years. At last a change of Government took place, and the order of the day was economy; and then, without any reference to propriety or to local considerations, a general order was issued to reduce all the salaries, and I am free to say that I think that that sort of action, proceeding from head quarters, is not favourable to the efficiency of the public service.

1764. With regard to the question of entertainments, it has been stated before this Committee that the giving of entertainments under particular circumstances becomes sometimes a matter of considerable political importance; do you concur in that opinion?—To a certain degree. They may be said to favour a good understanding between the foreigner and the natives in society. They place the ambassador in a friendly light, and altogether promote the efficiency of his political relations.

1765. Hve you observed that the United States Ministers are paid considerably less than our ministers, and have you had an opportunity of observing how they are able to get on upon their salaries?—They certainly are not behindhand in making effective negotiations, and it might apparently be deduced from that circumstance, that less display and hospitality were necessary; but I think the Americans are in a peculiar position; they have been considered rather as in a state of adolescence than as having come to maturity, and people do not expect so much from them in certain respects as they would from the representatives of countries established under different forms of government and less democratic institutions. The American Ministers, in general, are placed socially in positions which would hardly be acceptable to this or other European countries.

1766. With

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1766. With regard to the general character of the Diplomatic Service, am I right in stating the impression as I have derived it from your Lordship to be, that although we might on one occasion meet in other services in matters of negotiation, one man who was better than our negotiator, on the other hand we might on another occasion meet an inferior, so that you consider the general average character of our diplomatists to be equal to that of the rest of the world?—I should say so, decidedly.

1767. *Chairman.*] Do you think that the relations between the Foreign Office of this country and the heads of missions, in regard to the appointment of persons sent to those missions, are satisfactory?—I think it might be better if the head of a mission were allowed to exercise rather more influence in the appointment of his immediate subordinates. I have myself been occasionally disconcerted by receiving a letter from the Foreign Office, saying that such and such a gentleman, of whom I had never heard before, was to be received into my family. At Constantinople, and possibly elsewhere, this practice has been modified by what I mentioned before; but for a married man, or one having grown-up daughters, the inconvenience is obvious. Considerations that would have weight in a private family can hardly be overlooked with propriety at an ambassador's residence.

1768. In a distant mission and in a somewhat strange country, is it not almost compulsory upon a minister to live very intimately with the gentlemen of his mission?—So it is; but I think the amount of intimacy should be the result of a kind disposition on one side and of a sense of duty on the other, and not the mere result of a forced familiar intercourse, which at times may engender serious evil.

1769. In a country where there are only very few English residents, are they not so much thrown together that conditions of that kind are much harder than in any European capital?—No doubt.

1770. You think that some communication might take place between the head of a mission and the Foreign Office before definite appointments were made of the subordinate members of the mission?—I incline to that opinion.

1771. Do you know whether that is the practice in other countries?—I cannot tell; it appears to have been formerly in ours.

1772. With regard to communications between the Foreign Minister and the head of a mission, do you think that any advantage has resulted from the largely increased habit of writing private letters?—The practice of private correspondence, I think, is one upon which it would hardly answer any good purpose to lay restriction. Upon the whole, I think that more advantage results from the use of private correspondence than the contrary; but the practice may be carried too far.

1773. In a certain degree, must not a very continual private correspondence detract something from the influence of the public documentary correspondence?—Not, if it be carried on in the right spirit. I conceive that the use of private correspondence is to afford a clearer view of the scope and intent of the official instruction, and to convey suggestions, or matters of information, without being committed to the formalities of the official correspondence, and to the publicity which frequently attends it; but anything which has the effect of contradicting in private what is made matter of instruction in the public correspondence, or anything that produces an action in public affairs, of which there is no trace in the public correspondence, is open to objection, as it is liable to abuse.

1774. Have you found yourself annoyed or restricted in your correspondence with the Secretary of State by the circumstance of most of the important despatches being from time to time laid before Parliament?—I do not remember at this moment to have experienced any annoyance from it myself; but there are, doubtless, occasions where the public interests might be compromised by indiscriminate publication. There have been cases where I should have wished a Despatch to be published, and others where I should have deprecated its publication. It would be difficult to lay down any precise rule for such matters.

1775. Have you ever had cause to complain of communications, which you regarded as of a private nature, having been laid before Parliament?—No; I do not remember any instance respecting myself; but I must say that I hold it to be a most unfair thing, and one of which I should have thought myself entitled to complain, if any letter of mine marked "private," and written in the usual form of private personal correspondence, had been laid before the public without my

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express consent. I have always understood that private letters of this kind are as correspondence between individuals, although relating to public subjects.

1776. When you have headed a Despatch "Private and Confidential," have you thereby intended that that Despatch should not go beyond the Secretary of State himself?—Letters marked "Private and Confidential," written in regular form on large paper, are usually considered as part of the public correspondence, subject, as to publicity, to the discretion of the Secretary of State.

1777. You draw then a clear distinction between Despatches which you must consider of a reserved character, and the private correspondence between individuals?—Decidedly; it was to the latter class of private correspondence that my remarks were addressed; but I submit that the public in fairness has nothing to do with them. The Foreign Office might be moved by Parliament to put an end to such correspondence; but that is a different point; as long as there is no intervention of the kind, I consider the correspondence in question as being between two individuals, and, in honour, not to be communicated beyond the writer's intention.

1778. Mr. *Hope.*] I presume the necessity for private correspondence arises partly from the liability to the production of everything that is official?—Yes. The Secretary of State must have reasons for wishing the representatives abroad to understand exactly the views of the Government, and the motives of their intended action, which would not, perhaps, be fully stated in a public Despatch; and the private correspondence enables an agent to put himself more entirely in the position of his Government.

1779. Has it been your experience with regard to the introduction of much more rapid locomotion, and the use of telegrams, that an increase or a diminution, or that no difference has been made in the responsibility and the difficulties of the position of an ambassador?—That, I conceive, is as the case may be.

1780. You are aware that arguments have been used of this kind that, with the present facilities of communication, the necessity for diplomatic servants of a high character is diminished; do you agree with that?—By no means; telegraphic communications, whatever may happen hereafter, have not yet operated to the exclusion of Despatches. They are subject, to all appearance, by their very nature, to the risk of conveying erroneous information, or premature instructions, equally involving much responsibility, and sometimes requiring the exercise of a superior judgment. They are, moreover, liable to frequent mistakes in the transmission. Time and practice will probably bring them to greater perfection. Meanwhile, the invention of the electric telegraph does not appear to have superseded the usefulness either of Despatches or of the Ministers who write them.

1781. I take it that in former times it was usual that the Despatch was written in such terms in the Foreign Office as left very little discretion to the ambassador in his mode of communication, for the very terms were used which he ought to use himself in communicating with foreign Governments, whereas if the instructions are received only by telegram a great deal must be left to the discretion and the tact of the diplomatic agent?—No doubt.

1782. In that way would not telegrams rather require superior agents to interpret and deal with them than inferior ones?—When an instruction for immediate execution is transmitted to a distant representative abroad, it is more likely, I should think, to be couched in peremptory terms than when prepared in the form of a Despatch. A greater responsibility must, therefore, attach to any departure, however necessary, from the strict apparent intention, and an agent of inferior weight and position might well shrink from the personal hazard of incurring it.

The Honourable *William Stuart,* called in; and Examined.

The Hon. *William Stuart.*

1783. *Chairman.*] WILL you state at what date you entered the Diplomatic Service?—I was appointed attaché at Paris by Lord Aberdeen in the year 1845, and I was appointed second paid attaché by Lord Palmerston, I think, in December 1851, and first paid attaché by Lord Clarendon in September 1853; then I was appointed secretary of legation at Rio Janeiro in February 1858, and I had charge of the mission there from June in that year until December 1859.

1784. Were

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1784. Were you educated at a public school?—Yes, I was; at Eton, and then I went to Cambridge.

1785. When you were appointed to the attachéship, were you familiar with the French language?—Yes; I had been at a pension in France for a few months before I was appointed.

1786. Had you, by that means, acquired sufficient familiarity with the language?—Yes; sufficient to be able to talk and read the language.

1787. You were six years unpaid attaché?—Yes.

1788. Is that about the average time during which attachés have remained unpaid of late years?—Yes; I think five or six years is about the average.

1789. Is it the general feeling among the younger branches of the service, that that period of unpaid service is disadvantageous?—I think it would be looked upon as a great boon by the attachés, if they were to be paid at the end of their first or second year's service.

1790. In that case, would you regard the first year as an educational period?—Yes; a sort of probationary period.

1791. You have heard what has been stated here with regard to the difference in the position of an attaché at present, as compared with what it was some years ago, when they were almost necessarily a part of the household of the Minister?—Yes.

1792. Do you think it would be fair that they should receive some compensation for that disadvantage?—I believe, in the French service, that if the Minister does not entertain his attaché, he has to give him pecuniary compensation instead; but I do not know what his additional allowance may be in consequence.

1793. Do you think that a certain payment would be advantageous in every way to the unpaid attachés?—Yes; I think that the payment of the attachés would prevent their depending so much upon their chief.

1794. The relation between the attachés and the chief would be then more voluntary, and there would be less cause of complaint?—Yes.

1795. Do you think that there is any truth in the assertion that a payment, however small, gives a man a sense of responsibility, which it is difficult for him to acquire without it?—I think it ought to have that effect.

1796. Do you think, upon the whole, that it would have that effect?—Yes, I think so.

1797. Were you compelled to undergo any examination before you entered the service?—No; I entered before that system was introduced.

1798. Do you think that the examination that has been proposed, is one that might be fairly demanded from persons entering the service?—I do not think that they seem to have much difficulty in passing it.

1799. You do not think that there is anything in the present system of examination which might not be fairly demanded from a man entering the service?—I think that one examination would be sufficient, and that a man ought to come up to a certain standard; that it should not be competitive, or open.

1800. By one examination, do you mean at the time of entering the service, or after the appointment?—Either on first entrance or after the probationary period of service, if the attachés are to be paid in future.

1801. At which period would you prefer that the examination should take place?—I should say at the commencement; on first entering, because then the person would only have to learn his duty, instead of having to study for his examination after entering.

1802. Is not the present examination of a paid attaché a certain proof that he has used well the time during which he has been employed?—To a certain extent, it must be.

1803. Therefore, if there was only one examination, might it not be more convenient that he should undergo that examination at a later period, when you could ascertain whether he had made fair use of the means offered to him, rather than at first?—No; I think that a man would occupy so much of his time in reading for his next examination that he would not do his duty efficiently in a place where there was much business to do.

1804. Have you had reason to think that that has been the case?—No; I do not allude to any particular case.

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1805. With regard to the knowledge of languages, do you find that the junior part of the service are better provided with that knowledge at present than they were when you entered the service?—I have had no experience except with regard to Paris. I do not know that the young attachés who have entered the service in my time were better acquainted with languages than those whom I found in the service when I first entered it.

1806. Do you think that a want of the habit of speaking French fluently affects the social life and condition of the young men of the diplomatic body?—I think it is very important that they should be able to speak the language fluently.

1807. For what purposes do you think it necessary?—On account of their social relations with their colleagues, and in society generally.

1808. Would you approve of a system by which a man should be required to have had a good English education, and besides that, a sufficient residence abroad to enable him to speak French fluently, and then undergo his examination after a year's probationary service?—I think that the English education ought not to be neglected, but perhaps a year on the Continent would be an advantage before entering the service, more particularly for the purpose of acquiring French.

1809. Have you found any disadvantage to result from paid attachés not being considered on the same level with the second and third secretaries of other missions?—I think it would be a boon to the paid attachés to be made secretaries, and to be called secretaries instead of attachés, particularly if their commission was to date from the time of their being so appointed.

1810. Do you find in the service a very general feeling that the commission, only dating from the secretaryship of legation, is a hardship?—I think it is; my commission does not date until 12 years after I entered the service, and the consequence is that I have been between 15 and 16 years in the service, but only three years count.

1811. Does that state of things at present produce great doubt and uncertainty?—Yes.

1812. Were you attached to the mission at Naples which was lately broken up?—Yes; I was secretary of legation at Naples.

1813. Therefore you are at present entirely out of the service?—Yes.

1814. Do you consider yourself to have any claim upon the service?—Yes, I should say that I had; and I think there ought to be some system by which provision should be made for diplomatic servants who are temporarily suspended on account of the suppression of the place which they held, from a state of war or other causes, until they can be re-employed.

1815. Do you happen to know whether that is the practice in other services?—I do not know.

1816. Sir *Minto Farquhar.*] What is your present position with regard to salary?—My salary has entirely ceased.

1817. Did it cease from the time you left Naples?—It was from the fall of Gaeta; it went on to the end of the current quarter, which was the 6th of April last. I received a Despatch from the Foreign Office, dated the 23d February 1861 (*the same was handed in, and is as follows*): "Foreign Office, 23 February 1861. Sir,—I am directed by Lord John Russell to inform you that King Francis II. having withdrawn from his late dominions, your salary as Secretary to Her Majesty's late Legation at Naples will cease to be paid to you at the end of the present quarter. I am, sir, your most obedient humble servant, *E. Hammond.*—The Honourable William Stuart."

1818. You consider yourself *en disponibilité*?—Yes, I consider myself temporarily out of the service.

1819. Will you state to the Committee what your opinion is with regard to any increased interchange between the duties of the diplomatic service and the Foreign Office?—I think that it might be advantageous in the lower grades if facilities were given; it might be advantageous to both, but it ought to be of course gradual and confined, in the first instance, to the lower grades in the office.

1820. Why do you think so?—I do not think after being long abroad that attachés would like to come into the office and subject themselves to the discipline and the change of life; on the other hand, I do not think that the clerks in the

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the office would care to go abroad after their habits had become settled in England.

1821. Have you not known cases of clerks of some position in the Foreign Office who have been attached to foreign missions with success?—I do not think that any have ever served with me, except one for a short period.

1822. Am I to understand that you would wish any arrangement of that kind to be purely voluntary?—Yes; I think that if two parties wished to exchange, for instance, for a year or two years, that facilities might be given, if there were no other objections, in a particular instance.

1823. Do you not think that some advantage might result from varying the somewhat desultory life of ordinary diplomacy with the more regular mechanical work of the Foreign Office?—I think that the discipline might be of use.

1824. You could not have those advantages supposing the arrangements were purely voluntary?—No; it would not be easy to provide for constant interchanges throughout the whole service, and then it would probably be only the attachés at distant and disagreeable missions who would wish to come in.

1825. If the arrangement was as you have described purely voluntary, do you think that much advantage would be taken of the permission?—I think that whenever it did occur it ought to be advantageous to both parties, as it would give a clerk from the Foreign Office different views, and an opportunity of seeing things as they occurred abroad, and also increase the discipline of the missions, to have people there who had served in the office, both as an example to others, and for immediate usefulness at the moment; but I think it ought to be done very sparingly.

1826. Do you approve of the late change which has been made with respect to the leave of absence of the subordinate members of missions?—I do not see any great hardship in it. I did not see the necessity for it, because it was always in the power of the office to send back anybody who was exceeding the usual amount of leave.

1827. Do you consider the present amount of leave sufficient?—Yes; supposing one to be allowed to take four months in two years. I think every encouragement ought to be given to diplomatists whether in the upper or the lower grades of the service, to come home from time to time.

1828. Sir *Minto Farquhar.*] I believe you were Secretary of Legation at Rio Janeiro?—Yes.

1829. And chargé-d'affaires there?—Yes; almost immediately upon my arrival the Minister came home.

1830. Is not that a very expensive place?—Very expensive.

1831. I have heard it stated that it is more expensive than even St. Petersburg?—I have had no experience of St. Petersburg, but I cannot conceive a more expensive place than Rio.

1832. Therefore the Minister and his *entourage* must find it not an easy place to live in upon small salaries?—No. Certainly the salaries ought to be much larger, for at least the paid attachés. I think it is hard that there should be any unpaid attaché at a place like Rio.

1833. Mr. Christie's salary at Rio is 4,000 *l.* a year?—I did not allude to the Minister. I believe that the salary of the secretary of legation has been increased now.

1834. It is now 700 *l.*?—Yes.

1835. The paid attaché has 250 *l.* a year?—Yes; and I should say that that was not sufficient.

1836. At St. Petersburg, the first paid attaché receives 400 *l.* a year, and the second 300 *l.* a year; do you consider that at Rio the paid attaché ought to receive more than 250 *l.* a year?—Yes.

1837. Are you satisfied with the salary which is now given to the secretary of legation, namely, 700 *l.* a year?—I think that seems reasonable enough.

1838. Mr. *Hope.*] You have been asked questions as to the acquisition of the French language; when you were at Paris I dare say you had sometimes an opportunity of observing the course taken by the young men in learning French?—Yes.

1839. Do you know whether it is easy, or not, to obtain admittance into French families?—I believe there is some difficulty now.

1840. I believe that in consequence of the great increase of house rent, and other

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other causes, the expense of living, and so on, it has become very difficult to get into pensions?—I believe it has. I saw a gentleman the other day in Paris who was very anxious to find one, and could not.

1841. I believe that in other towns in France it is very difficult to find them?—I am not aware of that.

1842. Mr. *Hankey.*] When did you go to Naples?—At the beginning of May in last year; I had been appointed nearly a year before; but I was detained at Rio, being chargé-d'affaires there, until I was relieved by the new Minister, Mr. Christie.

1843. Then you arrived in Naples at the beginning of May, in last year?—Yes.

1844. How long did you remain there?—We left it towards the end of November.

1845. Then you had been there not quite six months?—No; scarcely more.

1846. Had you a house of your own there?—No. I took an apartment.

1847. When you removed were the expenses connected with your removal repaid to you by the Government?—The expenses of my personal journey home were paid; but I am not sure whether the expenses of bringing my baggage from Naples will be repaid to me or not.

1848. Do you think it probable that your allowance will be sufficient to cover the expenses to which you were subjected?—No, certainly not; unless they pay for the transference of my baggage to England, which they may do.

1849. Were you able to give up your lodgings directly you were obliged to leave?—No; but I let it for the rest of the year at a very reduced price.

1850. Were you out of pocket during your stay at Naples, or was your salary equal with your allowances to the expenses?—I think my salary would have been sufficient at Naples.

1851. But in consequence of your removal, were you any loser?—That is a very difficult question to answer, for it depends upon what one bought there; I bought a good deal of furniture which there was no absolute necessity for doing.

1852. Was not the furniture that you bought, that which you considered necessary in the event of your remaining there?—No; I cannot say that it was all necessary.

1853. What is the principal duty of the secretary of legation?—He has to take the general superintendence of all correspondence that goes through the mission, so as to be ready to take charge of it in case of the absence of the Minister, and any routine correspondence is generally given to the secretary to draw up.

1854. Is it usual for the secretary to be called upon to write despatches?—Occasionally to write routine despatches; it depends entirely upon the Minister, and his way of conducting the business.

1855. Sir *Minto Farquhar.*] The secretary has to make a report upon commercial matters, has he not?—Yes; a half-yearly report upon commercial matters.

1856. *Chairman.*] Do you think that the fabrication of those reports interferes in any way inconveniently with the ordinary business?—No, I do not think so; it is not a pleasant duty, but I think it is useful, both to the country to get the information derived in that way, and to the man who has to exert his powers of observation to obtain the information.

1857. What do you conceive ought to be the relation between a secretary of legation and the Minister?—I think he ought to have daily intercourse with the Minister, to be shown all the official despatches, and that he ought to make himself of use to the Minister in whatever way the Minister wishes.

1858. Do you think he ought to be placed in such a position that he can become the *locum tenens* of the Minister at any given period?—Yes.

1859. Can he do so unless he is made fully aware of the whole course of events?—No; he would not be able to do so effectually.

1860. Do you know whether it is the habit of ambassadors or ministers to show the secretary of legation their correspondence with the Foreign Office?—I think it is almost invariably the case; I can only answer for myself, and say that I have always been treated with the greatest confidence by my chiefs.

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1861. You have received every information that they were able to give you?—Yes, I think so.

1862. Do you think that the duty of a private secretary is necessary for the work of the chancery?—It depends very much upon the place; in large places a private secretary is almost necessary.

1863. What is your opinion with respect to having a permanent person acting as a clerk or chancelier at a mission?—It is a great advantage to the Minister, but perhaps not so to the other attachés, for they do not become so intimately acquainted with the archives in consequence of there being a special person so employed; but it is useful to the Minister, particularly on his arrival, to find some person who can lay his hands on any paper that he may want.

1864. Mr. Christie suggests that such an officer is especially necessary at a somewhat remote station like Rio; do you agree with him upon that point?—I never heard the suggestion before; and I do not know what his reasons may be for wishing it.

1865. He states: "There is no legation in which there would not be advantage in the presence of an officer of the class of clerk, or what is called in the French service 'chancelier,' who, fixed in the country, or not liable to frequent changes of place, like the attachés, would be familiar not only with the language, but with the customs of the place; would be well acquainted with the minor officials, and capable of advising a new minister in matters requiring local knowledge, and of settling many questions which only require for settlement a good understanding with police or other authorities; would keep the archives in order among the many mutations of minister, secretary, and attachés, and would do much of the work usually done by attachés:" do you think that in the more distant missions, where the ordinary language of the country cannot be supposed to be familiar to a Minister, such an officer is necessary?—There is an old gentleman at Rio who holds very much that position; but it is difficult to answer the question as to whether it would be always an advantage or not.

1866. Do you think that it might in some degree induce the attachés to devolve upon such a person more of the business than he ought to do?—Yes, and I think that the Minister would probably lean upon the archivist.

1867. Have you found any practical inconvenience result from the absence of a permanent officer of that description?—No; I have never been in a mission where there was not one; it has so happened; the old gentleman at Rio had been there for 30 or 40 years, I think.

1868. Was that gentleman considered as attached to the office?—He was called the translator and clerk; that was his title.

1869. In fact, where there is an official translator, a great deal of the duty is performed by him?—Yes.

1870. Sir *John Acton.*] Has it been your experience at Naples and at Rio, that the business of the consulate is always kept perfectly distinct from that of the mission?—Yes; in both places.

1871. At Naples, I believe, there has been a special clerk paid for the purpose of looking after such matters?—Yes; we had a clerk attached to the mission, who had translation work as well to perform.

1872. Is not that unusual?—I think it is the case in several missions.

1873. You would not say that there is ever any confusion in the functions of the two offices, of the consulate and the mission?—No; this clerk had nothing to do with the consular work; the consul had a separate office and a different house.

1874. Might not cases arise in towns where there are both consulates and missions, in which it would not be quite clear to which of the two certain questions that might arise would belong, when difficulties are found by travellers as to their luggage or passports?—I should say that the Minister might generally transfer what he considered consular business to the consul at his own discretion.

1875. You do not think that the one makes the other at all superfluous?—Not in commercial affairs.

1876. *Chairman.*] Is there any other point upon which you can give the Committee any information?—The payment of extraordinaries is sometimes rather irregular; but I believe they have made fresh arrangements within the last few weeks. Where the extraordinaries exceed 200 *l.* a quarter, then the Minister may draw 50 *l.* a-month on account.

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13 May 1861.

1877. Is that by a new arrangement?—Yes.

1878. Mr. *Hankey.*] Are your salaries paid regularly?—Yes; generally within a month after they become due.

1879. Do you see any reason why there should be any delay in the payment of the salaries?—I do not see why they should not be paid at once.

1880. *Chairman.*] If you request your agent at the Foreign Office to draw for your salary when it is due, and place it to your credit at your bankers, is there any difficulty in his doing so?—I do not see why there should be.

1881. The delay, I suppose, is caused by the life certificate being required?—Yes; I fancy that they wait until a certain number come in before sending them to the Treasury; but I cannot state it positively. I think that a scale of allowances might be made for diplomatic servants going to their posts for the first time, according to the distance and the expense of the journey.

1882. Mr. *Hankey.*] Is the allowance not adequate to the expenses incurred at present?—They give you an allowance which they call an outfit; when I went to Rio I received for outfit 200*l.*; but my journey, with my baggage, cost me more than that, and I then got an extra 100*l.* allowed me; the whole expense of my outfit came to nearly 1,000*l.*; but I went to take charge of the mission, and therefore I went to greater expense than I should have done if I had been only secretary of legation.

1883. Still the expenses which you incurred were only what you considered necessary for the appointment to which you were named?—Yes; as chargé-d'affaires.

1884. Sir *Minto Farquhar.*] When you were appointed to Naples, were your expenses paid from Rio to Naples?—I received an outfit of 90*l.* on my appointment to Naples, and my passage to Southampton alone cost me above 100*l.*

1885. Mr. *Hankey.*] What did your expenses come to upon going from Rio to Naples, in round figures?—They must have been at least 150*l.*

1886. And your allowance was 90*l.*?—Yes.

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Jovis, 16° *die Maii*, 1861.

MEMBERS PRESENT.

Sir John Acton.	Mr. Hankey.
Mr. Grant Duff.	Mr. Hope.
Mr. Baillie Cochrane.	Mr. Layard.
Sir Minto Farquhar.	Mr. Monckton Milnes.
Mr. FitzGerald.	The Judge Advocate.

MONCKTON MILNES, Esq., IN THE CHAIR.

The Earl of *Malmesbury* (attending by permission of the House of Lords), Examined.

The Earl of *Malmesbury*.

16 May 1861.

1887. *Chairman.*] I BELIEVE your Lordship has held the Seal of the Minister for Foreign Affairs?—Yes, for exactly two years.

1888. During that period you had some experience both of the administration of the Foreign Office, and of the condition of the Diplomatic Service?—Yes.

1889. Might I ask what your Lordship considers the best and safest principle of admission into the Diplomatic Service, as at present conducted?—I think it requires very little, if any, improvement. I am not aware of any change that has taken place since I left the office, but I think at that time there was every security for obtaining the services of competent men.

1890. With regard to the first admission, has the Secretary of State for Foreign Affairs any means of testing the competency or fitness of persons on their first appointment?—I can only say what I did myself, which was to ascertain as much as I could, by personal knowledge, the character of the young men who were recommended; and having satisfied myself that they were fit to enter the service, I used to keep a list of their names, and as vacancies occurred, I used to fill them up from that list.

1891. Were those persons so selected specially with regard to their social position?—I do not think they were selected with any reference to their social position, but practically they were all of that class who are commonly called gentlemen, men of education, as far as having been to some public school, or having been well educated at home, and having mixed with the same society that we do ourselves.

1892. Did you at all, in those selections, regard the circumstances of those gentlemen, being likely to have sufficient private fortune to enable them to live for a considerable period in a creditable manner without receiving anything for their public service?—I always satisfied myself that their parents or relations would allow them at least 200 *l.* a year; I had no security for that, but that was the understanding; and when I suggested that less than that ought not to be given, I never met with any difficulty.

1893. You are therefore of opinion that for the advantage of the service itself, it is well that the young men who enter it should have some private fortune to begin with?—Yes, I think so certainly, both in reference to their immediate position when they are not paid at all, and even in reference to their future position, when they rise in the profession.

1894. Then if it was thought advisable to give some small stipend to the younger members of the service, you would still I presume consider it also advisable that they should have some private fortune besides?—Certainly.

1895. It has been considered by some persons who have given evidence before this Committee, that to give a small stipend to the attachés on their entering the service, or after one or two years' probation, would have the effect of attaching them more to the service, and of making them consider themselves more component parts of it than they perhaps now do, and also of stimulating them to more methodical industry in their future career?—I entirely agree with those persons who are of that opinion.

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The Earl of *Malmesbury.*

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1896. Will your Lordship just state upon what grounds you think that the payment of a small stipend would be advisable?—I think that the labourer is worthy of his hire; and that either immediately, or very soon after, or as soon as the Foreign Secretary was satisfied that a young man was in every way fitting for the profession, he ought to receive remuneration equal, at least, to what a clerk in the Foreign Office receives. I do not understand upon what principle a man should be asked to serve the Crown gratuitously. I think that a small remuneration would make him feel more strongly that he was a servant of the Crown, and that there would be no distinction then between him and others, which at this moment is, to a certain degree, odious.

1897. Did your Lordship, in the exercise of your patronage, feel occasional difficulties as to the long unpaid service which some of these gentlemen had given to their country, and embarrassment as to how to reward it?—I observed, certainly, that some of the unpaid attachés had been for more than five years at one time doing duty without receiving any salary, which I considered a very hard case. During my last tenure of office there was a great move in the Diplomatic Service, and although I did not add to the aggregate number of the attachés which I found established, still there was a certain degree of promotion. I should say that the average was somewhere about four years, as far as I could make out, that they had to serve as unpaid attachés.

1898. On the second occasion of your Lordship holding office, you found a system of examination established, I think, for candidates on first admission into the service?—Yes.

1899. Do you approve of that system?—Entirely as now established.

1900. Your Lordship found also an ulterior examination which attachés had to undergo when they became paid?—There was a second examination. I think Lord Clarendon had laid it down that they were to be examined when they were promoted to be paid attachés; and I made an alteration with respect to that, by enabling a man, at the end of two years, to pass, and obtain a certificate, as it were, of competency to be promoted. My object in so doing was to prevent their having the trouble to come back from long distances, and to submit to an examination which they might conveniently go through at an earlier period with, in my opinion, the same object. There were instances of men who were next on the list for promotion to the post of paid attachés who were going to America, for example, and it would have been hard for a man there not to have been promoted because he was at that distance; almost as hard for that man to come across the Atlantic to be examined before he was promoted. Therefore, if, before he went out, foreseeing that he would, before he came back, become eligible for a paid attachéship, it would be fair, I think, to let him obtain a certificate to that effect, and to save him the trouble to which I have referred.

1901. Does your Lordship attach special importance to a familiarity with the French language on the part of all persons joining the diplomatic profession?—I conceive that it is positively necessary to possess that; it is the language of diplomacy; there is no other language used in diplomacy.

1902. Therefore, would your Lordship say that for admission into the diplomatic profession you would consider a good sound English education, and a real familiar knowledge with the French language, the essential requisites?—Certainly.

1903. For the second examination, what would you require?—I altered Lord Clarendon's rules, although there was very little difference. I think he expected a knowledge of two or three languages; that is, the translation of them; and I, on my part, was satisfied with a complete knowledge of one other language besides French.

1904. Do you think that a limitation of the age as to entrance into the service would be advisable?—Certainly.

1905. What would you say should be the limit?—I should say from the age of 18 to the age of 23 or 24; not above that age, that is for an attaché, and not earlier than 18.

1906. Mr. *FitzGerald.*] That is not fixed by any rule?—No.

1907. Do you remember whether during your administration there were any clerks in the Foreign Office sent out upon diplomatic missions?—Yes, I think there were. I do not exactly remember who, but I know that two or three were sent out; I remember Mr. Synge who was sent to America, and Mr. Wolfe to Italy.

1908. Do you think that a more frequent interchange between the clerks of the

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the Foreign Office and the junior branches of the diplomatic profession would be an improvement?—I think a temporary change would be very beneficial to both, providing it was restricted to the junior class, and even a temporary change might be beneficial to the upper classes, though it might disturb the discipline of the office; but with respect to a permanent change among the upper class, between the upper class of clerks and what I may call the lower and middle classes of the diplomatic line, I should object to that; I think it would give rise to a certain degree of jobbing to begin with, and that there would be private agreements which might not altogether be respectable. Again I think that the Foreign Office would not gain by it if it lost some of those experienced men which it now possesses, and who in my opinion are invaluable.

1909. Were not Mr. Backhouse and Mr. Addington, who acted as permanent Under Secretaries of State, diplomatically employed previously to being so appointed?—Yes.

1910. Did you ever hear that any harm or inconvenience had resulted from that?—No. Mr. Addington was Under Secretary. I do not know that he had ever been a clerk.

1911. You would however wish to confine any such interchange to the junior clerks in the Foreign Office, and to those under the rank of Secretary of Legation in the diplomatic service?—I think I should.

1912. Might there not occur missions of a nature to which it might be very advisable to send out some man with business-like habits, acquired in the Foreign Office, and a departmental knowledge which he might there have obtained?—It would be so, but that would be at the risk of losing at one end what you gained at the other; you would lose that man's experience and knowledge at the Foreign Office, although you would gain them at the mission to which he was sent.

1913. Your Lordship is aware that on the dissolution of any mission from political causes all its members are at present, as it were, turned adrift without any means of subsistence but what they may have saved, or their own fortune. Do you not think that it would be an advantage if those persons could be temporarily employed at the Foreign Office until diplomatic appointments could be found for them?—I think it would be to the advantage of both parties; I have no doubt that it is a very hard case that such men should be left without some kind of provision, which would be analogous to half-pay, or something of that kind, which I think might be provided by a revision of the system of pensions, and by allowing commissions to date earlier in the line than they do; that is a question of detail which I think could be worked out advantageously, and if so worked out would meet the objection which you I think justly put forward.

1914. In your Lordship's administration, were there frequently complaints on the part of the diplomatic body as to the inadequacy of their salaries to support their position in a proper manner?—A great many.

1915. Do you remember what were the main grounds on which those complaints were founded?—Principally, the great increase of prices everywhere, in both hemispheres; the increase of prices in South America is astonishing. We also know that at Paris everything has increased 40 per cent. within our recent recollection; that, I believe, was the principal ground which they put forward when they stated that their salaries were not sufficient, and that they were obliged to trench upon their private means.

1916. Without regard to what the House of Commons might or might not think proper to do, what does your Lordship conceive to be the proper principle to regulate the amount of diplomatic salaries?—I think that a minister should not be called upon, on the one hand, to spend any part of his private fortune; and on the other hand, I think it his duty not to attempt to save any part of his salary at the expense of the dignity of the Crown, and the appearance which he ought to make in representing his Sovereign.

1917. Would your Lordship apply that to the special missions, as well as to the regular ones?—I think so; but for special missions, as the Committee probably know, the ministers have constantly been chosen from a class of very rich men, who were able and ready to add their private fortunes.

1918. Some complaints have been made before this Committee as to the payment of extraordinary expenses, do you happen to remember whether that was on a satisfactory footing during the time that you were in office?—No, it was not; ministers had constantly to advance money of their own, and sometimes to

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borrow it, so I have been told by them, and the payments for the extraordinaries were not very regular, not so regular as they ought to have been.

1919. How far is the payment of extraordinaries checked by the Foreign Office?—They are revised by the chief clerk.

1920. With regard to extraordinaries, can you state whether there is any regular strict rule, or whether a minister has the means of charging extraordinary expenses as he may think fit?—It is left to his own discretion; I remember one or two instances in which I demurred to the charges that were made; but I must say, at the same time, that they were satisfactorily explained afterwards.

1921. If a minister chose to reside anywhere else besides at his official residence, would the expenses connected with that change of residence be considered as legitimate extraordinaries?—Not the hire of a house, or any expense of that kind.

1922. But the additional expenses of transport, couriers, and so on?—Those would be paid in the usual way, at least I believe so. If he were, which he naturally might be in the summer, a few miles out of town, those additional charges would not be subtracted.

1923. Were there any complaints in your Lordship's time of delay in the payment of the salaries?—Yes, there were complaints.

1924. Does your Lordship think that there is any absolute necessity for still requiring the production of the life certificate, which, it has been stated, causes considerable delay?—No.

1925. Does your Lordship see any reason why the salaries of diplomatic persons should not be paid into their banker's hands in London, on quarter day, just like any others?—No, I do not.

1926. Is your Lordship aware that there have been some new regulations with regard to the leave of absence to be allowed to the subordinate members of the service?—I am not aware of what they are.

1927. With regard to the leave of absence granted to heads of missions, and the large deductions made from their salaries, and do you think that that arrangement might be improved?—I always considered that, under certain circumstances, those deductions were unfair; I think it ought to be understood that the members of the diplomatic corps should be allowed a certain amount of leave in a certain time, very much the same as officers in the army are. You do not deduct anything from the pay of an officer in the army when he has his annual leave; and I do not see upon what principle, if that leave is judiciously restricted and punctually observed, why he should be mulcted at all.

1928. Would it not be necessary, in a case of absence, that some portion of the salary should be given to the *locum tenens* of the minister, whoever he was?—Taking the army as affording an analogy, if the captain of a company obtains leave of absence in the winter, the lieutenant does his duty, but he does not receive more pay; and I do not see why there should be any difference in the diplomatic profession, always supposing that a fair time is fixed for the periodical absence of the diplomatic servant.

1929. Could that time be fixed with any accuracy with due regard to the difference of distances from home of the diplomatic body?—I do not think that you could make it uniform, because a man coming from America would lose half his time on the sea, and you must give him a certain allowance of time.

1930. Do you think it advisable that ministers should remain for very long periods employed at the same missions?—I do not think you can lay down any rule for that; if a man is doing well at a mission it would be very much to be regretted if he were removed because of a rule which did not permit him to stay beyond a certain time.

1931. Are you of opinion, having reference to the constitutional habits and practices of this country, that it is advisable that Ministers should be changed or displaced, in consequence of a change of government in this country?—Certainly not, as a general rule; but there is one exception in which it would appear an anomaly I think not to change them, and that is in cases of Members of Parliament. I do not allude to Members of the House of Commons, because it is not probable that a Member of the House of Commons would be, when actually a Member of the House of Commons, a minister; but there are peers who have been ministers abroad, and who have not only entertained decided political and party views, but who have publicly stated them in the natural course of their duty, up to the very moment of their appointment, and for a long time before.

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The Committee is aware that peers have a right, to leave their proxies with the Government, and do so, and if those peers have publicly, by their votes, declared an incoming minister in their opinion unfit to govern, it seems to me an anomaly that those peers should hold under that minister when he comes in, because for the benefit of the service, confidence must be reciprocal between the agent and the Secretary of State. I should make that the only exception. I think that generally speaking the members of the diplomatic corps, as ministers, are not men of any strong party views. I never found any English gentlemen of that class who were not ready to do their duty under one Secretary of State as well as under another, and to follow out their instructions; and besides that, the foreign policy of this country is not so very different between one Government and another, as is sometimes imagined. There are certain principles generally followed, although they may be carried out in a different way.

1932. Even with a slight divergence of policy must not the minister lose some portion of his authority at a foreign court, if he appears one day as the representative of one class of opinions, and another day as the representative of another class, even though the difference between those opinions may not be a very decided difference?—If the policy to be adopted were a completely different one, it would be of course, I think, a mistake to employ a man who had been advocating a completely different policy; but I assume that the general principles are the same, by which I mean that we wish always to support constitutional governments, and to support them and encourage them as much as possible; and the principle of non-interference is generally recognised now.

1933. Might not the authority of the minister be considerably affected by an impression on the part of the personage with whom he was dealing, as to whether he was formally carrying out the instructions he received, or whether he was earnestly supporting them by his own desire, and according to his own principles? —I think that a man who would have the most influence at a foreign court, would be he who was looked upon as a perfectly straightforward servant of the Crown, following out his instructions without having any strong personal opinions, which would at all interfere with those instructions. I believe that that, taking one man with another, is the case with most of our servants abroad; but the exception that I made would apply to men who had publicly, and in Parliament by their vote, condemned as it were the capacity of a certain class of persons; it seems to me an anomaly that within a week after that they should serve under them.

1934. Has your Lordship any decided opinion as to whether there should be a closer relation between the diplomatic and the consular service, than now exists?—I think that the Secretary of State has now sufficient authority, if he finds a clever man in the consular service, to promote him to the other; I have done it myself on two or three occasions.

1935. You would not, I presume, wish to see the French system adopted, by which there is a continual interchange between the two services?—No.; if you mean amalgamated, certainly not.

1936. Are there any suggestions that you would desire to make with regard to any improvement that you think might be made in the diplomatic service of this country?—I have read some of the evidence which you have had the kindness to send to me, and there is one suggestion which I think is a very good one, namely, that there should be some sort of permanent clerk at the different missions, particularly the larger ones; a kind of referee, who would be able to inform the ministers of the traditions of a mission, and of which they naturally must be ignorant when they first arrive, perhaps finding a staff as ignorant as themselves. I have certainly heard several of them regret that such a person does not exist; but if such a person were appointed, I think he ought to be quite clear of the profession, and that he should make up his mind when appointed, to be a well-paid clerk and nothing more, or I think it would give rise to a good deal of jealousy and inconvenience. If he really was what I have attempted to describe him, I think it would be a great public advantage.

1937. Might not a person so employed, if he displayed eminent ability, be transferred to the consular service, or to some other department in which he might make himself useful?—Yes, but we must be to a certain degree selfish in our views if he is to be of that use to the public that I intend; if he is to possess in himself the traditions of the mission, the longer he has been there, and the longer he remains there, the better. It may be hard to the man not to promote him;

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but still if you move him and put into his place a new man, you defeat the original object.

1938. You would rather therefore give him the advantage of an increase of salary than anything else?—Yes.

1939. It has been suggested that the effect of such an appointment would be to make the attachés less interested in their work, and less well informed upon necessary matters than they are now?—I think it would have just the contrary effect, for, if the attachés wished to learn they would know exactly where to refer for knowledge, and they would obtain that easily, and be able to catechise him, and, in fact, get whatever they could out of him.

1940. Would you wish such a person always to be an Englishman?—I should always prefer an Englishman in every public position.

1941. Even in the Levant?—That is more difficult; but if you could find an Englishman with a perfect knowledge of the manners and the language of that country, I should prefer him certainly.

1942. I understand that your Lordship approves of the system which has been adopted of sending out young men to the far east; for example, to China, Siam, and Japan; to be specially attached to these services?—Yes; I sent out a great many at the time of the treaty with China.

1943. Do you think that upon the whole those offices ought to be made a regular profession?—I think so.

1944. If there have been exceptions in the matter, you think that those ought to be regarded as peculiar cases?—Yes, and they ought to be well paid; because in that country they can, if they choose to leave the Queen's service, obtain much higher salaries, and as soon as they become acquainted with the languages they are snapped at if they choose to go.

1945. I presume for mercantile pursuits?—Yes, and to carry out their own speculations. With regard to those very persons I observe that there is one point which the Committee has not touched upon, and which I think is a very important one, as the Committee seem to have felt interested in justice being done to all the members of the profession; I allude to the losses which these men in the East sustain from the exchange, and it is a very serious matter for them. I can quote instances at the present moment of two youths whose pay is 200 *l.* a year only, which is barely sufficient, and who have lost every year 10 per cent. by the exchange. There is another gentleman in the East whose salary is 500 *l.*, and who told me a few days ago that last year, in Siam, he lost 59 *l.* out of the 500 *l.* by the exchange. I do not know upon what footing that is, but I understand that there is great difficulty in obtaining from the Treasury the money which, in my opinion, they have a fair right to claim.

1946. There is a regulation of the Foreign Office by which ministers are allowed any sum of money which they may lose by the difference of exchange, although they are not allowed on the other hand to profit by any advantage they might make by it. Does your Lordship see any reason why this rule should apply to Europe only, and not to Eastern missions?—None; but it does not apply to the men employed in China, Japan, and Siam.

1947. I believe that the case to which your Lordship has alluded had reference to the consular body?—Yes; in the East, not in Turkey, but in China, Japan, and Siam.

1948. There is a circular of Lord Clarendon's, dated 4th of October 1855, remedying this evil with regard to the diplomatic body, but not including the consular body?—It appears to be so.

1949. Have you any objection to state to the Committee any conclusion that you have come to as to the possibility of diminishing a number of the missions so as to reduce the estimate without injuring the public service?—My opinion is that it would not be desirable to diminish them. If you allude to the small missions in Germany, I have a very strong opinion indeed that they ought to be maintained and filled by very efficient men. I know that in the last year of my holding office, before the Italian war broke out, we gained all our most important information from those missions. If any intrigues are going on they are almost always carried on in those small German states, and more information may be obtained from those places than from the larger missions.

1950. Has you Lordship reason to believe that the missions at those places are much esteemed by other foreign powers?—Yes, they all have diplomatic agents there.

1951. Are they persons of consideration?—They are persons whom they consider in many instances, their best men.

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1952. You think, therefore, that we should suffer a disadvantage, supposing that we either suppressed those missions, or had them only formally represented by inferior agents?—I am sure of it.

1953. Have we fewer missions of that kind than any of the other great powers of Europe?—Yes; we have fewer than France I know, and I believe than Russia.

1954. Your Lordship sees no hope of economy in that direction?—None that I think would at all compensate for the loss, and very small in point of money.

1955. Mr. *Layard*.] I find that there are at Wirtemberg three paid servants, and two unpaid; at Frankfort, three paid, and one unpaid, besides a consul; at Hanover, two paid, and two unpaid, with a consul general; in the Hanse Towns, a consul general and secretary, and a consul; in Saxony, two paid, and two unpaid, and a consul general. Do you not think that supposing we retained an agent at each place, the staff might be diminished?—I hardly think so; because in case of illness, you must have one man present.

1956. You think that the present staff is not more than is necessary?—Yes.

1957. In your opinion, is diplomacy, considering the present state of Europe, a more important profession than it was some years ago?—I think it is a very important profession with regard to the maintenance of peace; in fact, if that is not its object and its result, it is of no use at all.

1958. In that respect, it would be more important now than it was some years ago?—Yes.

1959. During the time you were in office, had you many complaints from travellers and men engaged in business abroad, of neglect of their interests at different missions?—Not generally; there were a few persons who complained.

1960. Your Lordship issued a circular dated the 26th March 1852, directing the heads of missions, if they were in the country, to have offices opened, at which persons might be able to transact business?—That related to Florence; I think there was a complaint made that passports could not be obtained quickly, and in consequence of that complaint I issued that circular.

1961. Do you think, upon the whole, that travellers and men of business abroad, have good grounds for complaint on the subject of the attention paid to them by our missions?—I think not.

1962. Sir *Minto Farquhar*.] With referenee to that circular, there are some other functions which must be always discharged by some party holding a commission from Her Majesty, as for example, in the case of wills and legalizing documents. I conclude that your Lordship's circular referred to those matters as well as to passports?—Yes.

1963. Mr. *Layard*.] You stated that in your opinion, attachés going into the diplomatic service should be allowed 200 *l*. a year; does that imply that as they rise in the profession, they should still have an independent fortune?—I think it is a great advantage to the profession, that a man should have a margin beyond his actual pay; it will seldom be more than he requires, and at present it is not sufficient in many cases.

1964. Do you think that heads of missions should have a considerable private fortune besides their pay?—It is a great advantage to the profession as well as to the individual.

1965. Would that equally apply, supposing a proper system of pensions were introduced?—No; in that case there would not be so strong a necessity.

1966. Do you think that diplomacy could be made up to the rank of secretary of embassy a regular profession, in which there should be promotion as in the Foreign Office, or in any other public office in England, and that above the post of secretary of embassy, the appointments should be more irregular, and more at the pleasure of the minister?—That is my opinion.

1967. Up to the rank of secretary of embassy, you think that advancement in the profession might depend upon regular promotion?—Yes. I think that the commission ought to date from the time a man became paid attaché.

1968. You would first have a young man enter the profession as an unpaid attaché, considering the period of his unpaid service as an educational course?—Yes; a probationary period.

1969. Then, being once paid attaché, how long do you think he should remain paid attaché, before he became secretary of legation, or would you leave the time indefinite?—It must be left, I think, indefinite, for it depends entirely upon what advance takes place in the line. Generally, many of them are several years

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in the position of paid attachés, before they obtain any promotion, nor can there be any remedy for it, if there is no vacancy.

1970. You would, in fact, place promotion in diplomacy on the same footing as in the Foreign Office, in which a man might remain for many years a junior, before he became a senior clerk?—Yes.

1971. Mr. *Fitzgerald.*] Is your Lordship aware that in some of the foreign missions from this Court, it is always an object that the person holding the embassy or mission here should be a person of very considerable fortune?—Certainly.

1972. Of course the result of that is, that in the case of those foreign missions, the number of persons from whom the ministers can be selected is necessarily more limited than it would otherwise be?—Yes.

1973. Therefore, the result of insufficient payment in this country must be, either that our diplomatic servant is underpaid, or, if it is requisite, that he should have in addition a private fortune, it limits the class from which a minister is able to select his agents?—It appears so.

1974. And in either case, the result to the public service is very objectionable?—Yes.

1975. Mr. *Layard.*] Would you fix the probationary period for an unpaid attaché?—I would make it a year.

1976. Not more than that?—No.

1977. In your opinion, should any of that time be passed in the Foreign Office?—A man now passes three months in the Foreign Office, which I think is enough to teach him the routine of copying, and folding despatches: and I should give him then a year abroad; at the end of which time a minister ought to be able to judge perfectly well, whether he is fit to be paid, and to become a public servant, or not.

1978. Such being the case, the hardship to which you alluded just now of calling a young man home from a distant station to be examined, would not apply, as he would know that after a certain time he must come to England to pass his examination?—Yes; it would depend very much upon the place to which he was sent; if he was sent to South America, he might not like the expense of coming home, and be satisfied to remain there for three or four years. Suppose he went out an unpaid attaché, and he could give a certificate of being fit by the public tests to be made a paid attaché, I do not see any objection; you want a man with certain qualifications, and if he can show that he possesses them at 20 years of age, why should you make him wait until he is 22, to show you then what qualifications he possesses.

1979. But how would he obtain that certificate?—By his examination.

1980. Do you mean in England?—Yes.

1981. Before he went abroad?—Yes.

1982. You would suggest that an unpaid attaché, before he went abroad, might undergo such an examination in this country as would entitle him, when the period of probation ended, to become at once a paid attaché?—Yes; if he took a first-class certificate instead of a common class, if he could show that he was fit to be made a paid attaché when he went to America as an unpaid attaché.

1983. You would still make him serve his probationary year, and at the end of that year, without going through another examination, he would, upon the production of that certificate, become a paid attaché?—Yes. He would require probation for other qualifications than those tested by the Civil Commissioners.

1984. When you were at the head of the Foreign Office, you introduced, I believe, a system of changing the attachés frequently from post to post?—Yes; I thought it would be very much to the advantage of the attachés to change them, and I am sure it is so; they ought to remain sufficiently long in a country to learn the character of the country, both socially and politically, and also the language; but I do not think it is good for them to remain for four or five years in the same country.

1985. What time do you think it desirable they should remain at one post?—I think at the utmost two years.

1986. Would you make any regulation as to the courts to which they should be first sent. I presume you would be of opinion that they should not be sent to one of the great courts in the first instance, but that they should begin with some of the smaller ones and rise to the greater ones?—I think that young men should begin at the smaller courts generally.

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1987. And look upon the appointment to larger ones as a promotion?—Yes.

1988. Mr. *Fitzgerald.*] It must, of course, depend upon the requirements of each particular mission how far any rule of that kind can be carried out?—Yes.

1989. Mr. *Layard.*] Do you think it would be advisable to limit the number of diplomatic servants, as the French do, and have a certain number of first, second, and third secretaries?—I think there would be an advantage in establishing those titles in the diplomatic corps; I think with respect to attachés, if the rule was altered, and they were paid after a year, that the aggregate number ought to be limited.

1990. I suppose there is great pressure brought to bear upon the minister for appointments?—I found in 1852, when I was in office, that there were a great number of applications for attachéships; but in 1858, at one period, I could hardly get any; in fact, the service was short of attachés, and I ascertained that the reasons of that was a fear, or a sort of panic which took place at the idea of the examinations being very strict, but those examinations were then made a little easier; that is, the first examinations. I believe that subsequently that feeling passed away, and now there is no want of applications.

1991. If the number of appointments were limited, a minister would always have an answer to an application?—Yes; and I consider that that would be an advantage to the minister.

1992. What title would you give to the officer who, it has been suggested, should be attached permanently to a mission?—I think the title of "Clerk."

1993. Not "Keeper of the Archives," or "Chancelier?"—I am against all resonant names.

1994. You would desire, I presume, that he should have such a knowledge of the language of the country in which he was attached, as to be able to translate documents, and to attend to local business connected with the mission or embassy?—Certainly, but more particularly to be a referee for all past transactions; now there are no means of obtaining those traditions immediately, or even after research.

1995. Sir *Minto Farquhar.*] Would you give such a person complete access to all the correspondence of the embassy or mission, as the case might be?—To all the public correspondence. He ought to be a perfectly confidential man.

1996. Mr. *Layard.*] Should he be a sworn servant of the public?—I do not think that that would be necessary.

1997. I believe that at Constantinople there has been such an officer for many years, Count Pisani?—I do not know that he exactly held that office.

1998. Mr. *Fitzgerald.*] With regard to the first admission into the diplomatic profession, would your Lordship see any objection to a degree obtained at a university, or an honour being considered a sufficient qualification for admission, combined of course with a certain knowledge of French?—I have always considered that it ought to be an indispensable compliment to be paid to a man who had gained a degree at a university, that he should not be examined in Latin when he came before the Commissioners, but that the degree should exempt him from that, for I know that men have felt very sore after having obtained a degree at a university, at having to undergo a second examination in Latin.

1999. Does it not seem rather a ridiculous thing to expect a first-class man from a university to be examined in the very elements of geography or modern history?—Yes; I think it does.

2000. Is it not likely that you would obtain a very much better class of men for the public service, if such a qualification were accepted, than you would obtain by an examination for which young men can prepare themselves, having a very insufficient education, by three months' cramming?—I think so; my opinion is that the cramming system is a very objectionable one, and perhaps the principal difficulty with regard to public examinations.

2001. With reference to an increased allowance being given to secretaries of legation, who are in charge of missions during the temporary absence of their principals, do you not think that in the way of entertainment, and otherwise, increased expenses may be put upon them, which it would be only fair to meet by an addition to their salaries?—Yes; but I do not think it would be fair, as I have stated before, to take that from the minister, supposing the minister to be only enjoying a limited amount of leave, which is indispensably necessary to a public servant, let him be in any profession whatever.

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2002. I gathered from you that you thought that under no circumstances was it desirable to give an increase of salary to the chargé d'affaires in the absence of his minister?—Yes; I do not see that he is at all required to represent.

2003. Do not you think that his equipage and his establishment and other things may be made more expensive to him in the absence of his chief than they would be if he were there merely as secretary of legation?—I do not think so in most cases, because, as I understand the matter, the minister would not be away for more than three months. If he exceeded that time, or if there were any extraordinary circumstances which obliged the secretary of legation to incur great expenses, they ought to be allowed to him, I think, as extraordinaries.

2004. In the absence of a minister, is it not expected that the chargé d'affaires should, to a certain extent, entertain his countrymen who happen to be passing through, take Vienna for instance?—I do not think that that is the case.

2005. With reference to the first point upon which your Lordship has been examined as to the temporary exchanges between members of the diplomatic service abroad, and clerks in the Foreign Office, I presume you would approve of such interchange, subject only to the sanction, and entirely at the discretion of the Secretary of State?—Entirely so, and never without it.

2006. Sir *Minto Farquhar.*] Referring to the system of examination, I suppose if a man had obtained a degree at a university you would still consider it necessary that he should undergo an examination in French?—Yes; that is quite indispensable.

2007. Mr. *Layard.*] Have you taken into consideration the education given at the public schools of Eton, and Harrow, for instance, and its effect in qualifying a young man to enter into the diplomatic service?—I think that they qualify him in this way, that they give him all the manly and gentlemanlike qualities, which are essential in diplomacy; but boys at Eton certainly do not learn modern languages at the same time. I do not think that a private school education, followed by education in a public school, gives any advantage to a man in the way of his acquiring a knowledge of foreign languages. Yet speaking for myself with proper reserve, I was sent to a school at seven years old, and from that school to Eton, where I remained till I was 16, but that did not prevent my learning French and Italian, so as to speak them sufficiently for diplomatic purposes.

2008. You have just expressed an objection to the system of cramming, but does not that system arise, to a great extent, from the fact, that such an education is not given at Eton or at Harrow, as would enable a boy to pass through an examination without it?—Many of them would probably not know history without cramming; I believe they would not. I have heard those who have been crammed use this expression: That they were three months learning history, and a week in forgetting it again.

2009. Do you think that the knowledge of French, and of other foreign languages, that a boy acquires at Eton, or any other public school in this country, is such as would be sufficient for him in diplomacy?—No.

2010. Mr. *Fitzgerald.*] With respect to the proposed exchanges between members of the diplomatic service abroad, and clerks in the Foreign Office, is it not the fact that a different knowledge of French is required in the examination for the one, and for the other respectively?—Yes.

2011. In the one case you rather look to a knowledge of the language, and the power of translating, and in the other you look more to the ability to speak it?—Yes.

2012. Therefore it is possible that if there are these exchanges in the lower branches of the service, you might easily find men to be sent abroad who could read French, but who could not speak it; and *vice versâ*, men might come home who could speak the language of conversation perfectly, and yet not have that accurate knowledge of French that might be required for a clerk in the Foreign Office?—That might easily be so.

2013. Sir *Minto Farquhar.*] Will your Lordship be good enough to state whether during the time you have held office you have felt reason to be satisfied with the general conduct and efficiency of the diplomatic corps?—I have felt very great satisfaction, and I should be doing them injustice if I did not now say so. They showed a great deal of very fine *esprit de corps*, and a great devotion to their duties.

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Ralph A. Earle, Esq., called in; and Examined.

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2014. *Chairman.*] WILL you have the goodness to state under what circumstances you entered the diplomatic service?—I was appointed by Lord Clarendon in the autumn of 1854. I passed four or five months at the Foreign Office, and then went to Paris; there I remained till 1858, when a change of Government taking place I became private secretary to Mr. Disraeli, Chancellor of the Exchequer. In 1859, I was appointed second paid attaché to the embassy at Vienna.

2015. Afterwards, you became a Member of Parliament?—Yes.

2016. Do you happen to know whether you were appointed under any particular circumstances?—My appointment to Paris was due to the kindness of Lord Palmerston. He heard that I wished to enter the diplomatic service, and that I had received a promise from Lord Clarendon that I should receive an appointment. He was then kind enough to go to Lord Clarendon, and to speak favourably of me, and Lord Clarendon upon that decided to give me an appointment immediately, and offered my friends a choice of the embassy to which I was to be sent.

2017-18. Is the business at the Paris embassy such as to enable a man who has been some time in the Paris chancery to become generally acquainted with the diplomatic service?—Yes. I think it affords great opportunities for obtaining an insight into the general working of the system, as Paris is the great thoroughfare to all the European capitals; and an attaché at the embassy at Paris would, in the course of the year, see many of his colleagues in the same profession from other parts of the world, and would be able to exchange experiences with them. Almost all the messengers stop at Paris for a day, and leave despatches there; and besides that, the Foreign Office communicates to the embassy at Paris such despatches as are brought from St. Petersburg, and other places, by messengers who do not pass through France, so that the attachés at Paris generally know what is going on at every mission in Europe. I may add, that the business there is very extensive, exceeding, perhaps, in the course of a single week, the whole business of a year at the minor legations.

2019. Will you have the goodness to describe what is the ordinary course of the business in the chancery at Paris?—A great portion of the business consists of the political correspondence which passes between Paris and London; but, besides that, it frequently happens that despatches relating to miscellaneous subjects, which are not of a political character, are received from the Foreign Office, for transmission, in copy, to some department of the French Government, and it is usual that such communications should be accompanied by notes, containing a summary of the despatch. Such notes are generally prepared in the chancery, and are then written out, for the signature of the Ambassador.

2020. Are the despatches which come under flying seal also copied?—Very often. A précis is generally made of them, and if they refer to any matter of great importance, it is usual to copy them.

2021. Is there a sufficient staff at the embassy to perform all the work without any great stress upon the office?—There are some days of great pressure. I was at the Foreign Office for four months at the beginning of the Russian war, a period of unusual activity in every department of our diplomacy; but I have no hesitation in saying that the duties of the gentlemen employed in the chancery at Paris were very much more onerous than those of the clerks at the Foreign Office here.

2022. Is a register also kept of all despatches that go through the office?—
—Such a register exists at every one of our embassies abroad, but at Paris it is kept by an officer specially appointed for that and kindred duties. I mean Mr. Attlee.

2023. How many hours a day did the work usually occupy the persons there?—It was very uncertain. When I spoke of the pressure, I did not refer so much to its amount as to its great uncertainty. Sometimes we were required in the chancery early in the morning and late at night; sometimes we were in attendance for many hours with nothing to do, and that was a very great restraint.

2024. Did you have your Sundays free?—No; we had no Sunday; it was generally the day of our hardest work.

2025. Could that have been avoided do you think?—It might have been avoided to a very great extent, I think; for on that day we often had as much

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civil as political and urgent business, and the civil business might have been transacted upon any other day without any inconvenience.

2026. What do you mean by civil business?—There are a great many subjects of correspondence between the English and French Governments which may be called civil rather than political.

2027. Of what nature was that business?—For instance, I may mention the exhibition that is going to be opened here. I have no doubt that there have been many despatches written upon that subject. When I was there there was the great French Exhibition of 1855, and we had a great deal of correspondence about it. Then there are people who come there on business who want to be placed in communication with the French Government, and we had to write notes in those cases. Such business often arises out of some occasional circumstance, such, for instance, as the Great Exhibition of 1855. Then there is a constant succession of visitors to Paris, who have commercial, scientific, or artistic objects in view, and who require to be placed in communication with the French authorities. There is also much correspondence between Paris and London upon matters of police.

2028. Of what nature?—Relating to British subjects who have lost their portmanteaus.

2029. Sir *Minto Farquhar.*] Is there not often a great deal of statistical information communicated from one government to the other?—A great deal. There was a Committee of this House sitting to inquire into the decimal system, and the Foreign Secretary was requested to obtain information from the embassies abroad, and we had in consequence many documents to translate and copy on that account; and again, everything that appears in the "Moniteur" relating to commerce, or any decree, making the slightest alteration in customs, navigation, or trade regulations, is forwarded to London from the embassy.

2030. *Chairman.*] Is there a large portion of the business of the embassy which might be transacted by persons not in the diplomatic service at all?—A very large portion, I think, might be transacted by persons not in the position of attachés, and unconnected with the service; in fact, by clerks.

2031. At present the whole of that labour falls upon the attachés?—Yes.

2032. With the exception, I believe, of the duties performed by the gentleman who holds the office of registrar and librarian?—Yes; that office already existed when I arrived at Paris, although Mr. Attlee's appointment was of a subsequent date to mine, but that arrangement has very much diminished the work of the chancery.

2033. Do you think it would be advisable, or even necessary, that at a very considerable mission there should be some such officer as Mr. Attlee, or such a person as Lord Malmesbury described?—Certainly; I think it would be most advisable that there should be a chancelier. I think that that title describes his functions.

2034. In a mission where there is so much business, which is not strictly diplomatic, might not that business be more fitly performed by clerks in the chancelier's office, than by persons regularly employed in the diplomatic service?—I think so; in many cases it would be possible, in some degree, to combine the duties of the consulate with those of the chancery; in capitals, not sea-ports, where there is a consul at present, the duties of the consul might be combined with those of the chancelier; at Madrid, for instance, there is a consul, but his consular duties cannot be very laborious, and might, I think, be discharged by a chancelier.

2035. Would not statistical information, and all matters connected with commerce, or the exhibition to which you have referred, fall even more naturally within the consular department than upon the diplomatic service?—Yes, I think so; but for form sake, it being desirable to have access to the Minister of State, it was necessary to have recourse to the channel of the embassy.

2036. Do you think that this business might be discharged in the office of the chancelier, which should at the same time form part of the embassy?—Yes.

2037. And be combined with the consular duties?—Yes; but what I have been suggesting is no new suggestion, because I may mention that it is one of the eventual dispositions of Mr. Attlee's appointment, that when the consul resigns, he is to perform the consul's duties, with an addition of 100 *l.* to his salary; and if that combination be practicable at Paris, where the consular duties are considerable, it would, of course, be easily accomplished at the minor courts.

2038. Suppose

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2038. Suppose that he had an office with clerks under him, the embassy might be relieved of a considerable portion of this non-diplomatic business?—Yes.

2039. Have you ever thought of, or talked over with your colleagues, the question whether they would desire any more intimate connexion with the Foreign Office than they have at present, in the way of transfer?—I rather agree in the opinion expressed by Mr. Stuart, that if any change were made of that kind, it should be in this way, that the attachés should be allowed to make private arrangements with clerks in the Foreign Office for a temporary exchange of residence; but I think it would be very unpopular in the diplomatic service if what one may call the minor prizes of the profession were given to clerks in the Foreign Office; for instance, if a clerk from the Foreign Office were introduced as paid attaché over the heads of men who had been serving as unpaid attachés, with the prospect of, at any rate, being selected in due time to fill diplomatic appointments of that calibre, I think that they would reasonably complain that they had been ungenerously treated.

2040. But that distinction would be modified, would it not, if the attachés were generally paid?—Yes; that would make a difference.

2041. How do you think the payment of the attachés, on the same terms as the clerks in the Foreign Office, after, say a year's probation, would be accepted by the juniors?—It would be very popular with them. It is very difficult to justify the present system; for it is nothing more than a system of purchase, without the advantages which are urged as a defence of the system of purchase. It is said that the system of purchase in the army furnishes a system of retirement, and therefore prevents the system of army promotion being one of unmitigated seniority; but certainly the unpaid system in diplomacy has no such effect as that, because an attaché purchases his commission to all intents and purposes, but he cannot sell it in order to retire.

2042. I understand you to mean that he is compelled to spend out of his own fortune before he gets a salary as large a sum as is perhaps spent in the purchase of a commission?—Yes, and a larger sum, I believe.

2043. Do you think that the receiving a small salary would create in the younger branches of the profession a stronger sense of duty and of obligation than they at present feel?—Perhaps it might; at the same time I do not wish to be understood to say that they are at all wanting in a sense of duty and of obligation at the present time; but I think that they would feel that it was an additional tie to the service.

2044. During your residence at Paris were you enabled by circumstances to go much into society?—I certainly think that the amount of work that we had to do in the chancery interfered very much with our going into society, particularly the uncertainty of the hours; we used to be obliged to leave our addresses at night, and were very often sent for; we used to be kept in the chancery till after seven o'clock, which is the stated dinner-hour at Paris, so that we were not in a very advantageous position with regard to entering into society.

2045. Sir *Minto Farquhar*.] What were your hours of attendance?—They were supposed to be from twelve till seven.

2046. *Chairman*.] There was a circular of Lord Clarendon's issued in 1856, in which he urged the younger members of the profession to take all the advantages they could of any society to which they could be admitted; do you think it is generally the habit of young men in our missions abroad to avail themselves of those advantages?—They certainly do not do so very much at Paris. I do not know that, in this respect, they have any very great advantages there, for the society is very vast. The fact of being attached to the embassy is not as great a recommendation, in a social point of view, at Paris as at other places.

2047. Do you mean, therefore, that a young man is left very much to shift for himself?—Yes.

2048. It would be more difficult, would it not, for the head of so large a mission to take great care of, and interest in his attachés, than in a smaller place?—I think so.

2049. Do you think that a want of the free use of the language has anything to do with disinclining young men to go into society?—No, I think not; I think that all my colleagues at Paris (and while I was there I had a great many) spoke French fluently and well.

2050. With sufficient fluency, do you think, to make society agreeable to them?—Certainly;

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—Certainly; no want of fluency in French could have deterred any of them from going into society.

2051. Were you familiar with the French language when you went to Paris?—Yes; I knew it pretty well.

2052. Had you kept it up during the time of your education at Harrow?—Yes.

2053. Was the French education there tolerably satisfactory?—No, I do not think it was; although it counted in the examinations, and a knowledge of French was rewarded.

2054. But was it such as to enable a boy to keep up his French if he had learned it at home before going to Harrow?—I do not think that it amounted to more than that.

2055. Was the feeling of the attachés generally, that of contentment with their posts in the service?—I think there were some who felt that they had very just ground of complaint; one of my colleagues at Paris had been for nine years unpaid, and the unpaid attachés generally rather felt the hardship of their position.

2056. Was there a general impression that their promotion was delayed from their not being brought under the notice of the Foreign Secretary, or from what causes?—I think that the cause which they would generally assign for complaining of their promotion being retarded, was that diplomatic appointments had sometimes been given to persons unconnected with the profession. That I believe has been less done lately; but at one time it was very usual to introduce gentlemen into the service, and especially into the higher appointments, who had never been so employed before; I think if you were to listen to diplomatic grievances, that would be generally the reason assigned.

2057. Was there any impression that the introduction of men of some distinction and capacity gave a certain dignity and importance to the profession?—I do not think that that feeling was very generally entertained in the diplomatic service.

2058. Did the attachés generally regard the service as a profession, or did any of them merely enter it for the social advantages which it presented?—I think there are fewer who would come under that last category now than there were formerly. Some have, perhaps, been deterred from offering themselves by the necessity of undergoing an examination, and others by the altered relation in which the attachés now generally stand to the chief of their mission.

2059. You think that the old system had some advantages?—I think there was one very decided advantage, for under the old system it was not unusual to see a gentleman come to serve without remuneration for several years, adding somewhat to the popularity of the embassy by his social qualities, and then disappear, leaving the way of promotion open to others.

2060. At present that condition of things is entirely changed?—Yes; that is very much changed.

2061. And do you think that a fair claim might be based on that ground for the same kind of emoluments as are given in other professions?—I think so.

2062. Have the attachés a great deal of work to do which is merely mechanical?—They have a great deal of copying work, and in fact their work is chiefly mechanical.

2063. Are they not employed in making abstracts?—Yes; at the embassy at Paris some are employed in that way, when despatches arrive under flying seal from other capitals; we used to make a précis of every despatch so received,—a brief précis; but I should imagine that at very few embassies is there much work of that description; in some of the German chanceries an abstract or a translation of the leading articles of the principal public journals is required.

2064. Do you know whether the circumstance of there being chanceliers in foreign missions enables them to do the work with fewer attachés?—Yes. I think the staff of foreign embassies is generally more limited in number than that of the English embassies.

2065. The mechanical part of the work being done by clerks?—Yes, to a certain extent.

2066. Therefore, if there was an additional expenditure incurred by the payment of the attachés, it might not be necessary to have so many employed?—No; a great diminution, I think, might be made in their number.

2067. Hard as the work is at Paris, I suppose there is a great wish to be employed

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employed there rather than a ta smaller mission?—There was; but I do not think there is now. At the time I first went there, I think it was in favour as a post. I do not think it is so much so now. The laborious character of the duties of the chancery has become known, and in consequence its popularity has declined.

2068. Sir *Minto Farquhar*.] In consequence of the amount of work to be done?—Yes; I think that is the principal reason. I do not believe that the being employed there leads to any preference in the way of promotion; any one choosing that post would be guided solely by considerations of personal convenience or inclination.

2069. Mr. *Layard*.] You were four years at Paris?—Yes.

2070. As unpaid attaché?—Yes.

2071. During that time did you make any application to be promoted?—I made one application to be promoted to Mexico. I had no claim to be promoted at that time; but it is often easier to obtain promotion by going to a place like Mexico, those who are at the head of the list not unfrequently declining such a post in the expectation of being soon offered advancement in Europe.

2072. Did you ask to go as a paid attaché, or as an unpaid attaché?—As a paid attaché.

2073. Was it of your own accord that you left Paris, and became private secretary to Mr. Disraeli?—Yes.

2074. Do you consider yourself still in the profession?—Yes. I consider that I have purchased my commission, and not sold it.

2075. You consider yourself entitled to ask for an appointment?—Yes.

2076. Is there any analogy between the unpaid service in diplomacy and the purchase of a commission in the army?—It is the price you pay for admission to the prizes of the profession in the one case and in the other.

2077. Do you not consider that the period of unpaid service in diplomacy is an educational period?—No, I think not; I think that the period of education terminates after a service of some months at the Foreign Office, and after the examination has been passed; of course all subordinate ranks are to a certain extent educational, such as the position of an ensign in the army, but I do not think that the position of the unpaid attachés is one which is more educational than that of an ensign in the army.

2078. Is it not the case that in nearly all those regiments which are called fashionable regiments it is necessary for a man to have an allowance, besides his pay, and in addition to what he paid for his commission?—Yes. I heard Mr. Hammond's evidence, and certainly if you were to refer to that you would see that there is a very large difference between the sum that would be required by an ensign in the most fashionable regiment, and that which Mr. Hammond declares to be necessary for an unpaid attaché.

2079. What, in your opinion, would be a necessary allowance for an unpaid attaché and a paid attaché at Paris?—I should not put it quite so high as Mr. Hammond; I think Mr. Hammond's minimum would do, from 400 *l.* to 500 *l.*

2080. In addition to his pay?—That is for the unpaid attaché.

2081. What does a paid attaché receive at Paris?—The second paid attaché receives 300 *l.*, and the first paid attaché 400 *l.*

2082. Then you would only have to add 100 *l.* in the one case, and in the other 200 *l.*?—Yes; but those appointments are only obtained after a considerable number of years' service.

2083. Would it be, in your opinion, a fair thing to make one year abroad and an additional three months in the Foreign Office here a probationary term, and then, after that period, to give an attaché pay?—Yes; I think that would be a very satisfactory way of doing it.

2084. Do you think that then your analogy would any longer hold good?—I think it would not.

2085. You were not appointed at a time when the examination had been introduced?—No.

2086. Are you acquainted with any gentlemen who have passed that examination?—Yes, I am acquainted with several.

2087. Do you know the nature of the examination?—From what I have heard I conclude that the second examination has been very well conducted; I have certainly heard no complaints of it. At the time it was instituted, although I cannot speak from more recent experience, I heard a great many complaints of the first examination,

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examination, and it seemed to me that they asked questions which gave no proof of the intelligence of the candidate or of his real attainments; but they were merely questions which tested the amount of cram; they asked the latitudes and longitudes of Sydney and of Lisbon, and even of some obscure localities. Information of that nature is mere cram, which a sensible man would dismiss from his mind the moment it had served its purpose before the examiners.

2088. Have you heard complaints among gentlemen who have passed the examinations that they are too difficult?—None of the second examination.

2089. That is considered a fair examination?—Yes.

2090. Do you think that a young man would be able to pass either of the examinations after leaving Harrow or any other public school?—There are, perhaps, some special subjects that would require preparatory reading; but with very little application to the subjects set down for examination, any one, in the ordinary degree, by a public school education, could pass the examination.

2091. You think that a young man who had profited fairly by the education given to him at Harrow would not have been under any necessity to cram before going up to one of his examinations?—My knowledge chiefly refers to the second examination. I have not heard the first very recently discussed; but when I did it was subjected to that criticism which I have just repeated.

2092. Would it be necessary to have recourse to a crammer, supposing a young man had taken advantage of the education he had received at Harrow?—If, in geography and history, minute questions, such as those which I lately instanced, were asked, some special reading would be necessary.

2093. You say that at Paris you were hard worked on the Sunday, and that much of the work of that day might have been done on the Monday or the Tuesday, or the Wednesday; was it not the case that many of the messengers arrived on the Sunday morning in Paris?—Yes; but besides that, there was a good deal of business to be done on that day; and it was, for a considerable period, one of the days fixed for the bi-weekly departures of the messenger stationed at Paris. As far as business was concerned, it was considered as a week-day.

2094. Is it not the case that the foreign posts leave Paris on Sunday, whilst in London there is no post on that day?—Yes. I think it was quite necessary that some work should be done on the Sunday at Paris, for, otherwise, there would have been two days lost in a week for correspondence, as there is no post from Paris on Saturday.

2095. Suppose a courier arrived from Constantinople on Sunday, you were bound, were you not, to despatch him again on the same afternoon?—Yes; but besides that, it was for a long time the regular messenger day.

2096. By the order of the Foreign Office?—Yes.

2097. Lord Cowley, I believe, always has Divine service performed, and attends himself?—Yes.

2098. Are the class from which the young men in the Foreign Office and those employed in diplomacy are taken the same?—I should think so.

2099. Do they come from the same upper rank in life?—I think so.

2100. Supposing them to be two distinct professions, there is no feeling of rivalry, is there, between the two?—No; there is the best possible understanding between the two corps.

2101. Therefore, you would not consider that an attaché to an embassy would be in any way lowering himself in social position if he passed into the Foreign Office?—Not at all.

2102. Had you, when you were paid attaché, a clerk in the Foreign Office as agent?—Yes; I was paid attaché for a very short time; but I had an agent all the time I was employed abroad. An unpaid attaché appoints an agent, but, in this case, his services are gratuitous. The unpaid attachés have their agents as much as the paid attachés; every one appoints an agent.

2103. Are there any complaints of the charges made by the clerks in the Foreign Office?—I never heard of any; the only thing I have heard complained of was the delay in the payment of the salaries; but I am not sure that they are responsible for that inconvenience, which often arises from circumstances concerning the receipt of the certificate of residence. Before drawing his salary, every diplomatic servant is required to write a despatch, stating the number of days, during the expired quarter, that he has passed away from his post. When the capital of his residence is distant, many days may elapse before the certificate can

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can reach the Foreign Office, and the consequent formalities can be accomplished.

2104. There is only a charge of one per cent. made by an agent in the Foreign Office?—Yes. I do not think they ever receive less than 5 *l.*, but all considerable salaries are charged for agency, at the rate of one per cent.

2105. Whatever the salary of a paid attaché may be, he pays 5 *l.* to the clerk in the Foreign Office?—Yes.

2106. Have you ever heard that complained of?—No.

2107. Do the unpaid attachés pay the same?—No; they pay nothing.

2108. Do you think it is convenient to the attachés to have such an agent in the Foreign Office?—I really think it is.

2109. Were you ever attached to any other mission besides that of Paris?—I was attached to Vienna; but I never went there officially.

2110. Suppose that you knew that up to the rank of secretary of embassy you had a certain career before you, but that beyond the post of secretary of embassy the career was uncertain; would you have been satisfied to enter the diplomatic service as a profession?—Yes; I think I should.

2111. Do you consider that the career in diplomacy up to the rank of secretary of embassy could be made parallel with the career of a clerk in the Foreign Office, up to a chief clerkship?—Yes.

2112. And that the higher appointments should be left to the discretion of the minister?—Yes, I think so.

2113. Is there any feeling among the younger members of the profession that there is much favouritism shown to persons?—No, I think not; I have not heard that complaint often made. Some points are determined by favour; for example, if two places of the same rank be vacant, one at Paris, and the other at Madrid, favour would decide to which of the candidates Paris should be offered.

2114. Is there any idea among the younger members of the profession that much political and family influence is brought to bear upon promotion?—I think there is an impression that those influences are very much less potent now than they were.

2115. But that it still exists to a certain extent?—Yes; it may be said to exist.

2116. Were there not in your time, young men who were at once made paid attachés, and had other appointments given to them who had no particular qualifications, except what might be supposed to have arisen from family or political connexions?—I think that interest had certainly its weight; political influence has facilitated the career of many men whose names I could mention; but I think that its influence has been very much circumscribed of late; 15 years ago family and aristocratic or political influence would have contributed much more to the advancement of their possessor than they would now.

2117. You have spoken of the advantage of the old system of an attaché living a good deal with the minister?—Yes.

2118. Would it be fair to require the head of a mission to receive an attaché as a member of his family, who had been appointed by the Foreign Office without consulting his feelings, and who might be personally objectionable to him?—I think it is quite impossible to expect it; it would be very indelicate to make any requirement of that kind; it would be disagreeable to the ambassador, and often embarrassing to the attaché.

2119. At present the appointments of attachés are made entirely without reference to their social position as regards the chief of the mission to which they are sent?—Yes.

2120. Do you think that there is any inferred obligation upon the head of a mission to have intimate social relations with his staff alone?—That is a question of good feeling, which it would be impossible to regulate by any system of rules; I think that the good feeling of the ambassador would generally lead him to assist a young man attached to his embassy. in making agreeable and profitable acquaintances.

2121. *Chairman.*] Is it possible for a young man coming at once into strange society to carry out the conditions of Lord Clarendon's circular of 8th November 1856, without considerable assistance and frequent patronage on the part of the head of the mission?—No; because the position of an attaché mainly depends upon the degree of intimacy with which he is received by the ambassador.

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2122. Is not the society which he might expect to find in the house, and at the table of the minister, the best introduction which he has, at least at first, to the society of the capital?—Yes, certainly; and I have frequently observed at Paris in the foreign missions, when a new attaché has arrived, that the ambassador went round with him, and introduced him to all the chief persons of the household of the Emperor and to the principal ministers of state.

2123. By which means a youth had a fair start and introduction to society if he chose to keep it?—Yes.

2124. Mr. *Grant Duff.*] During the time you were private secretary to Mr. Disraeli, when Chancellor of the Exchequer, you were also, I believe, unpaid and then paid attaché?—Yes.

2125. Was there anything irregular in your holding these appointments together?—I think nothing at all, although a question was asked about it in the House, and something was said about it in the opposition newspapers; but the private secretaryships are generally considered as corresponding in the Civil Service to a post on the staff in the army; and these appointments are not supposed to interfere with the position which their occupants may hold in the Civil Service, any more than the position of an officer on the staff deprives him of his regimental emoluments and promotion. I may add that almost all the private secretaries of ministers hold two appointments at once, being generally clerks in the office of their chief or in some other public department.

2126. Do you think that any advantage would be derived by requiring that appointments and promotions should be made on the report of the heads of the Foreign Office, or the chiefs of missions abroad?—No; I think that would be only substituting one kind of patronage for another; that would be substituting bureaucratic for political patronage; and I think that the political is preferable on every ground. In my opinion bureaucratic patronage is pernicious, because its dispensers are permanent and virtually irresponsible.

2127. I think you have not observed that party considerations have entered very largely into the views of the Secretary of State in selecting gentlemen?—I think not. I think that Lord Malmesbury is not at all open to that reproach, and that whatever preference Lord Clarendon may have shown on such grounds was of a very limited and justifiable character.

2128. With regard to the service generally, how far do you think that it ought to be a profession, more especially with regard to the highest appointments?—I think it would be unwise to recognise the highest posts; I mean the embassies of Paris, Vienna, St. Petersburg, and Constantinople. I think, therefore, that both from a professional point of view, and from the point of view of the public interest, it is not desirable that those great appointments should be considered to belong exclusively to the profession.

2129. Mr. *Layard.*] Do you think that a gentleman would labour under any disadvantage if he did not appoint one of the Foreign Office clerks as his agent?—I should certainly advise anyone very strongly upon going into the service to appoint as his agent a clerk in the Foreign Office.

2130. If he did not, do you think there would be an impression that his interests would suffer?—I think that his interests might suffer.

2131. Mr. *Hope.*] What do you mean by his interests; do you mean his advancement in his profession, or his convenience in transacting business at home?—Certainly the clerks of the Foreign Office have great advantages; they are at head quarters, and hear of any vacancy which is likely to occur; and a clerk in the Foreign Office can give his client the earliest information; in the next place, in forwarding letters, or parcels, he would always know of any opportunities that were likely to be offered; he would know when a messenger was going.

2132. Your answer did not refer to an agent influencing the conduct of the head of the Foreign Office?—No.

2133. When you spoke of attachés buying their commissions, like commissions in the army, did you mean this, that as a young man pays 400 *l.* or 500 *l.* for his first commission in the line, it costs him a great deal more before he gets a commission in diplomacy?—Yes.

2134. With regard to the Sunday at Paris, I apprehend that a good deal of business is transacted throughout all Paris on a Sunday?—No, not very much; the public offices are shut early.

2135. Are they open at all on a Sunday?—I doubt whether they are now; certainly they are closed at 12 o'clock. I stated that there was business which it

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it was necessary to transact on the Sunday, because the Secretary of State sends despatches and letters to Lord Cowley on the Saturday night, and as they arrived on the Sunday morning, unless Lord Cowley were to see the Emperor on the matters referred to him from London, or the Minister for Foreign Affairs with respect to their contents. on Sunday, a day would be lost.

2136. What do you say was your own impression as to the allowance necessary for an attaché?—I said about 400 *l.*, or from that to 500 *l.*

2137. At Paris?—Yes.

2138. The *Judge Advocate.*] Did the young men attached to the different embassies associate much together at Paris?—Less at Paris than at other places, because the society is so vast; but they did to a certain extent; they belonged to the same club.

2139. Are those persons generally known to one another?—Yes.

2140. Do you consider that the staff at Paris is more than sufficient for the transaction of the business of so important a mission?—Not at all too large.

2141. *Chairman.*] How many hours a day are they usually employed?—It is difficult to form an accurate estimate of the amount of work from any statement of the hours they are actually writing, because the pressure upon their time chiefly arises from their not knowing when they will be wanted; sometimes they have nothing to do between 12 and five, and then between five and seven, more than they can do; the business of an embassy is not to be compared with that of an office in London, because a great deal of the business is very urgent, and arrives unexpectedly; for example, Lord Cowley would see the Minister for Foreign Affairs at five o'clock, and might receive from him an important document, that document would have to be copied as rapidly as possible, to be sent off by seven o'clock in the evening, and it would not do to limit the transaction of business to fixed hours, as by such an arrangement precious days would be lost.

2142. Mr. *Layard.*] Was not the embassy very frequently deficient in its staff when you were there?—Yes; there were moments when we were very much overworked, there not being hands enough.

2143. Lord Cowley complained frequently, did he not, of not having hands enough to do the work?—Yes; I think he did.

2144. Mr. *Hankey.*] I think you said that there was no examination by the Civil Service Commissioners, when you entered the service?—Yes.

2145. Do you think that the second examination is necessary?—I should have thought that it would be better to have had only one; it is rather hard to send men to school again, when they have been started in the world for some time; but I think you might perhaps extend the scope of the first examination in lieu of the second, merely requiring that the reports should be prepared, which, under the existing regulations, form a portion of the second examination.

2146. At what age is it desirable for a young man to enter the service?—From his own point of view, the earlier he goes in the better, for it has a strong tendency to become a seniority service, and therefore the fewer years he looses before entering, the better for him.

2147. With a view both to the public service, as well as the advantage of the individual, what age would you give, if you were to fix upon any, at which you think it would be desirable for a young man to enter the diplomatic service?—I think at the age of 21 or 22; but with respect to that I may say that I think that perhaps the best reform that could be introduced would be to divide the civil and political labour from the really intellectual labour of the embassy, by which means you might diminish the unpaid staff, and let those entering the service start with the position and rank of a paid attaché, which corresponds to that of the second secretary of a foreign mission. I would abolish the rank of unpaid attaché altogether, except in this respect, that an ambassador might be allowed to appoint a limited staff of unpaid attachés, but they would be wholly unconnected with the service, and would acquire no claim to promotion; should any officers of this class be appointed, the permission to attach them to the embassy would be considered in the light of an indulgence to the ambassador.

2148. What duty would you assign to those young men who would be appointed by the minister, but not called into the service?—He might use them as he liked, either as his private secretaries to attend to such correspondence as may be entailed upon him by his social position; or he might entrust them if he

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he liked with any diplomatic business that he might consider safe in their hands.

2149. Is it not necessary for every gentleman in the service to have access to all the documents in the chancery?—I have never heard that asserted.

2150. Would you exclude any particular class of attachés, or by whatever name they might be designated, from access to all the documents in the office?—I think I would leave that to the discretion of the chief of the embassy.

2151. Would those men have no career to pass through or no chance of promotion?—No; they would not according to my view, nor would their appointment be at all essential, but I see no reason why the ambassador should not have the privilege of attaching them if he should think proper to do so. The real public servants would be the ambassador, the first secretary, the second secretary, the chancelier, and his clerk or clerks.

2152. Suppose that a minister in that way were to pick out three or four young men, living as they pleased in the town to which the minister was sent, and that they remained there for seven or eight years, supposing the minister to be there so long, would they not be in rather an anomalous position merely as his private clerks or secretaries, having access to all the documents of the office, and yet having no claim whatever on the public service for promotion in the future?—It would end probably in this, that the ambassador would chiefly appoint members of his own family, and they would be as it were his aides-de-camp, enjoying the advantages of the social position of attachés, gaining admission to a certain society, which would otherwise be more difficult of access, but they would not be considered as a necessary part of the establishment.

2153. But the Secretary of Embassy would have no distinct right to employ those young men who were not regarded as in the service for the performance of any of the ordinary duties of the office?—They would be entirely under the control of the ambassador; if he chose to place them under the control of the secretary he could do so.

2154. They might have access to all the documents of the office, and know all the business that was transacted, and yet the secretary would not necessarily have any control over them whatever?—As to their having access to all the documents, there would be no rule by which they should have that privilege; it would be for the ambassador to define their functions, but if it were thought advisable that they should not be there, and not be attached to the embassy, they might be dispensed with; they would not be in my view a necessary part of the establishment, only I would propose that the ambassador should have the privilege of attaching them; it would be a sort of patronage like the household of the Lord Lieutenant of Ireland; I may observe that that system existed, and I am not sure whether it does not now exist, in the Swedish and in the Dutch services.

2155. Then these young men whom you would recommend to be taken out at the discretion of the ambassador, would be entirely under his orders, to work or not, just as he pleased, and they might go away from the embassy without any leave or any communication with the Foreign Office whatever?—Yes; I say that it might be so if the minister desired it; I would abolish the rank of unpaid attaché, and transfer the duties now discharged by officers of that grade to clerks, and with regard to those who enter the diplomatic service, the first grade should be that which is now called second paid attaché.

2156. How long do you think a young man should serve before he became permanently appointed to an embassy?—It would be necessary for him to pass an examination, and it might be desirable that he should pass some time at the Foreign Office.

2157. But after that?—After that he would become at once a paid attaché; he would be styled paid attaché, or second secretary.

2158. In that way would you give a young man an opportunity of passing at once such an examination as would entitle him to be considered permanently in the service?—Yes.

2159. Do you think that a young man, having received a first-rate education in England, first at a public school, and afterwards at a college, can, after he has completed that education, obtain a competent knowledge of foreign languages without the necessity of going abroad previously to completing that education?—I should think he might easily obtain a competent knowledge of modern languages, after having completed his English education; it would be more difficult I think for him to do so then, than if he had acquired them at an earlier period.

2160. Do

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2160. Do you think that an English education, such as is afforded in a public school and a college, is the best system of education to qualify young men for the diplomatic service?—Yes, I think it is the best; I do not think that there are any special qualifications as far as the first part of diplomatic education is concerned; the same education which would be sufficient to qualify a man for public life, would be the best to qualify him for the diplomatic service.

2161. Do you think that young men who have been educated principally abroad, would be as well qualified for the diplomatic service, as the young men who have been principally educated in England?—Certainly not.

2162. Do you think that an essentially English education is very desirable for a young man entering the diplomatic service?—Yes, that is my opinion.

2163. Is it very desirable, in your opinion, that every person connected with the diplomatic service should have a certain leave of absence, either every year or every two years?—Yes, I think so. I think every year, if the place is within a moderate distance of London; and every two years if it is at a greater distance.

2164. Sir *Minto Farquhar.*] How would you apply your plan. Take, for example, the embassy at Paris; there is Lord Cowley, the secretary of embassy, and there are three paid attachés, the first, second, and third, and four unpaid attachés?—The four unpaid attachés would not be required, according to my view, to be part of the establishment; the establishment would end with the third paid attaché, if there be one now, and for the four unpaid attachés I would substitute a chancelier, and a clerk or clerks.

2165. Would you deprive the Secretary of State of the power of appointing the unpaid attachés?—I think I would.

2166. Are the attachés, to be appointed by the ambassador, to be considered as having entered the profession?—Not at all; the system being that which is described in the papers as the Dutch system.

2167. Who is to keep up the regular succession of the attachés?—I intend that those entering the service should at once acquire the rank of paid attaché.

2168. Is a paid attaché, on entering the service, to take up the position of the present third attaché?—Yes.

2169. But where could he have gained any former experience?—According to my view he is to begin then; I think it is a disadvantage making the profession begin earlier then necessary; if you appoint a young man of 18, you do not know so well what he is as when you appoint him at 22; he has then completed his education, and made a little start, and you can tell better what he is likely to turn out; whereas, if you appoint young men at 17 or 18, there is a greater risk; you do not know what they will turn out; you are saddled with them for ever.

2170. Taking the profession as it exists, you think that all attachés should be paid?—Yes; I think that there should be no unpaid attachés.

2171. When a young man was first introduced he should be paid; how, then, would you arrange his promotion?—He would be paid at once.

2172. How would you arrange his promotion; so that after a certain number of years he might occupy the position now given to the first, second, and third attachés?—He would start with that, and his promotion would go on as it does now; but he would start rather higher up, from the position of a paid attaché, instead of that of unpaid attaché.

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Lunæ, 27° die Maii, 1861.

MEMBERS PRESENT.

Mr. Grant Duff.	Mr. Hope.
Sir Minto Farquhar.	Mr. Layard.
Mr. Hankey.	Mr. Monckton Milnes.

MR. MONCKTON MILNES, IN THE CHAIR.

The Right Honourable Sir *G. Hamilton Seymour,* called in; and Examined.

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2173. *Chairman.*] YOU were for a considerable time a member of the diplomatic service?—I was, for above 41 years.

2174. And you passed through the whole of the gradations of that service until you arrived at the post of minister plenipotentiary?—Yes, I believe it was difficult to have had a more regular apprenticeship and training than I had; the only step that I did not pass through was that of paid attaché. I was attaché for three years, and then I was transferred to the Foreign Office, where I was private secretary and first précis writer.

2175. Will you state to the Committee under what circumstances you entered the service?—I entered the service from really having an inclination for that particular profession, if profession it is to be called. I might have entered another under very favourable circumstances, but I preferred going into the diplomatic profession.

2176. Were you précis writer before you became an attaché?—No; I began by being an attaché, and I was an attaché for three years, I then went into the Foreign Office as précis writer, and I did the duty of précis writer even when I was private secretary, and continued to do so until Lord Castlereagh's death.

2177. How long were you employed in the Foreign Office?—About two years.

2178. Did you then return to the diplomatic service?—Yes, in the first instance I joined the Duke of Wellington, who was good enough to take me with him to Verona. He afterwards recommended me, and I was sent as secretary of legation to Frankfort; and, as it happened, I was chargé d'affaires there for a year and a half, after my first arrival.

2179. Do you happen to know whether that sort of communication, to which you have referred, between the diplomatic service and the Foreign Office, was frequent in those days?—I think it was, even in my early days; I was, and always have been, in very close and amicable communication with the Foreign Office.

2180. I alluded rather to the circumstance of your having been at first an attaché, then being employed in the Foreign Office, and then returning to the diplomatic service; was that sort of interchange in the services frequent in the early period of your career?—Certainly; and I can refer the Committee at once to an instance, by saying that I succeeded Mr. Cartwright, who had been in the diplomatic line, and returned to it, by going as secretary of legation to Bavaria, we had likewise as an assistant précis writer Mr. Addington, who became afterwards Under Secretary of State, and who had been secretary of legation, I think, in Denmark.

2181. Did you ever hear of any inconvenience resulting from that interchange taking place between the two services?—No, not that I am aware of; I should say on the contrary, that the fusion tended to produce a good understanding, and to the members of the two services respectively taking an interest in one another.

2182. Is there any scheme that you can suggest to the Committee, by which the two services could be brought more into contact than they are at the present moment?—I should really be embarrassed to submit any scheme to the Committee

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Committee that would be worth their attention beyond this; that looking back to my own diplomatic education, I should say that I had learned more in the Foreign Office than I learned anywhere else; and that the particular office which was of use to me was the precis writership, as it brought under my cognizance, and within my knowledge, the correspondences of all the different countries, and gave me an opportunity of which, I dare say, I did not sufficiently avail myself, of learning to express myself with conciseness; but if the Committee did me the honour to ask my opinion, I should say that it is very desirable that every attaché before he joined the diplomatic service, should be put through a course of Foreign Office education. It appears to be now imperative upon him to remain for three months in the Foreign Office before going abroad; but if I had my will, I think I should make the three months six months; and in the same way, I should make it imperative upon him to come to the Foreign Office for six months, or 12 months, as the case might be, in the course of his apprenticeship, how far the service would profit by the interchange, I really am not competent to say, for I think there might be great difficulties in the way; I do not know whether a Foreign Office clerk would profit very much by being sent abroad, but I am quite certain that an attaché abroad would benefit largely by coming to England.

2183. Besides the educational advantages, do you think it would be advisable that the younger men in the diplomatic service should not remain too long abroad without some change?—Yes, I think so; and those for whose judgment I entertain a great respect, share the opinion, that it is a very good thing that not only the younger men, but those who are older should remain Englishmen; that a man should not be left in a foreign country long enough to become a German or a Spaniard, but that he should fortify himself every now and then by coming to England.

2184. Will you state whether it is your impression that any considerable alteration has taken place in the character of the service since the early time when you knew it?—No. I am not aware that any very great change has taken place, except so far as this, that I think it is much more of a profession than it was, and I think that, perhaps, there is somewhat more of *esprit de corps*, in consequence of that, than there used to be.

2185. In the earlier times, was not the relation between a minister and the younger members of the profession more close and more familiar than it now is?—It may have been, and, to a certain degree, I should decidedly say that it was, at the very highly paid places; for instance, at the place where I had the good fortune to start, Brussels; that was one of the very highly paid places, and that was the embassy of Lord Clancarty, who was my chief then, and than whom a kinder or better man never lived on the face of the earth. He had 12,000 *l.* a year, and he also had an allowance of 1,000 *l.* a year to lodge himself at Brussels, and, besides that, 1,000 *l.* a year to lodge himself at the Hague, as the court changed its residence every year. In addition to that, all the expenses of his removals were made up to him, and therefore, not to take from Lord Clancarty's merits, who I am sure would have been equally ready to do the same upon a much smaller salary, there would have been no excuse for his not showing extensive hospitality to those about him. Lord Clancarty certainly was, and I am glad of an opportunity to say so, a father to his attachés.

2186. Do you know whether at that time a minister had any influence, or took any part in the appointment of attachés in general?—I think that would very much depend upon circumstances. I remember an instance of one gentleman who was objected to, and very properly so, on account of his character; but I can only remember one instance.

2187. It appears that in the earlier times a system was pursued, which was very much that of the Dutch government at the present time; that is to say, that the appointment of attachés was left to the minister himself, with the assent of the Foreign Office; can you remember whether anything of that kind took place in your early days?—No, I cannot. I remember Lord Clancarty being interested about a nephew of his own, and making an application to have him sent out as an attaché, and at his recommendation and request he was sent out; and he became a very distinguished member of the profession; I am alluding to Sir Richard Pakenham.

2188. Was it not the custom in those days for young men of family and station to get attached to a mission for a few years, with the view of obtaining an agreeable,

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able, sociable position, rather than as a serious profession?—There was a certain number certainly who came out in that way, not intending to follow diplomacy as a profession; eldest sons, and people who were glad to obtain a *locus standi*. I have known several who had no intention of pursuing it as a profession.

2189. Was that, in your opinion, an advantage to the profession?—No; except in so far that it was an advantage to the younger members of the profession to have their numbers thinned, because of course they would rather have those individuals planted out than remain growing up amongst them.

2190. A change of circumstances having taken place, do you think that the attachés would at present have a claim for remuneration, which they would not have had under the old system?—I hardly like to call it a claim, because, after all, the father or the guardian of the young man who is placed in the profession is perfectly aware of the circumstances under which he is placed there; because both the father and the son know perfectly well under what circumstances the latter puts into this kind of lottery.

2191. Do you think that if the attachés received a payment similar to that received by clerks in a public office, it would give them a stronger sense of duty, and of their connexion with the public service than that which they now possess?—I cannot honestly say that I think it would. I have had a great many young men under my orders, and I know that I have had wonderfully little cause to complain, or rather to speak more correctly, I should say that I have had no cause to complain at all of them; I have heard that there have been complaints of attachés showing an unwillingness to work, but I never have met with anything of the sort; I am rather disposed to believe that when such complaints are made, the fault lies more with the chief than with the younger members of the mission, just as I think it is the case in a regiment, if I hear of a colonel of a regiment complaining of his officers, I am apt to think that he is in fault and not the officers.

2192. When a new attaché came to a mission of which you happened to be the head, in what relation did you officially stand to him, and what did you do for him?—Of latter years very little. At Francfort, where there was but one attaché, he lived in my house and at my expense; at Brussels my attachés dined with me every day; at Lisbon they dined with me every day, except, during the days, few in number, which I passed at Cintra. At St. Petersburg and Vienna they used to dine with me about twice a week. I was then certainly much less paternal to my attachés than my good chief had been to me when I was a beginner; at the same time, I must observe that my attachés were always upon very amicable and cordial terms with me.

2193. Do you think that there has been a diminution of that kind of paternity in the profession?—There was in my case, because I breakfasted and dined at another man's expense, and that I was far from being equally hospitable.

2194. If there was more communication between the diplomatic service and the Foreign Office, would it not be almost necessary to have some corresponding system of remuneration for the members of the two services?—I apprehend so, certainly; and I should be sorry that the Committee should understand me as setting my face against a young man rising into remuneration; but I would not begin by giving it to him, because I do not think it is an object to tempt into the profession persons who might enter it for the sake of 100 *l.* or 150 *l.* a year. There would then be men who, instead of taking a curacy, might take an attachéship; and I think the object should be rather to obtain the services of men who had means of their own.

2195. Will you be good enough to state to the Committee what sum of money in the way of income you think it necessary that a young man who enters the diplomatic service should receive from his family?—I think that there are places where a young man may get on with good management upon 300 *l.* a year; but I think that is the least that should be given to him, and that only in the cheap places: allowances however must vary in the greatest degree. I should be sorry to send a young man to Vienna with less than 600 *l.* a year.

2196. Mr. *Layard.*] Including his pay?—I mean altogether, from whatever source it might come; I should doubt whether even 600 *l.* a year would enable him to live with comfort in St. Petersburgh, from the circumstance of a carriage of some kind being requisite there.

2197. *Chairman.*] Then, do you think that the purse of the parent must be at the mercy of any mission to which the Foreign Office may choose to send a young

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young man?—That is literally the case; my son, for instance, is now at Berlin, and if Lord John Russell thought proper to transfer him to St. Petersburgh, I should be compelled to submit to his Lordship that it would put me to extreme inconvenience.

2198. Would not that be mitigated to a certain degree if a fixed payment were made?—Indubitably. I can speak with some confidence upon that point, as it is one upon which I have thought a good deal.

2199. With regard to the regulations of the diplomatic service, have you any remarks to make, or are there any points with respect to which you think improvements might be made?—I have no doubt that there are several things that I might put forward, if you will be good enough to direct my attention to the points. With regard to the attachés, I certainly consider that they suffer a certain degree of hardship, although I believe that a young man enters into the diplomatic service, looking much more to what he hopes to rise to than what he starts from, that he looks forward to a mission, and to a red riband at the end of his career; these are the things which induce him to enter the service. Then, there is the question of the pension; and, looking at the pension, I think it would be very fair if the young man's period of service should begin to count from an earlier date than it does, and that he should not be kept for five, six, or seven years as an attaché, and that period of service not to count at all as giving him a claim for a pension; that, I think, was considered to be a hardship.

2200. Would that be remedied by making an alteration in the form of the title; for example, supposing the present paid attaché received the title of secretary, and he were enabled to reckon his time for a pension from that date of such appointment?—I do not know that it would even be necessary to change the title, although there might be an advantage in the change, but it is to be borne in mind that so many years of *bonâ fide* service must elapse from the date of the commission. At present none but the secretary of legation gets a commission, but I apprehend that there can be no objection to giving a commission to an attaché, or to a paid attaché. I have heard that there are objections to the word "attaché;" but I cannot say that it is a point to which I attach much importance. I know it has been held that it might be better to call them first, second, and third secretaries. I have heard the same thing of the Foreign Office. I think it may be said more properly that the name clerk very inadequately expresses the duties which the gentlemen, who are so called, have to perform in the Foreign Office. I believe that the public who hear of a clerk in the Foreign Office imagine that he is a man receiving so much for copying letters, whereas that man has very important duties to perform.

2201. There are higher titles attributed, are there not, to those who fill those offices in foreign countries?—Certainly, there are rédacteurs and secretaries of legation in some of the foreign services, as in Russia, where everything counts from the college as it were. There a man is a secretary of legation or a conseiller de legation, and "conseiller" sounds much better than "clerk."

2202. Do you think it would be advisable to have more regular and permanent officers connected with our missions than we now have corresponding with the chancelliers in foreign missions?—I should not at all object to a permanent employé if he belonged to a certain class; but there are two changes that I should be extremely sorry to see introduced into our system; in the first place, I should dislike to have a man of so inferior a class as to be upon the footing of a common clerk; and in the next place, I should object as strongly, and more strongly to the employment of foreigners. I do not wish to see any foreigner in our diplomatic service.

2203. Mr. *Hope.*] Do you mean by "a common clerk," merely a copyist?—Yes. I mean a man who has not received a liberal education: a man who has not the manners and the feelings which result from a good education.

2204. *Chairman.*] Is there a good deal of business connected with the larger missions which is quite of an unpolitical character, and which might be safely entrusted to a person of mercantile education and habits?—It may be so; but I think it would be better done by the secretary of legation; and if I had to live my life over again, I certainly should work less than I have worked, not so much with the view of sparing my own trouble, as with the view of promoting the education of those who might be placed under my orders. It is one of the reproaches that I have to make to myself that I have been too apt to

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write letters, which any gentleman under my orders, with very little practice, would have done quite as well.

2205. Have you found in your various missions that there was sufficient business to employ the number of gentlemen placed under you?—I have no hesitation in saying that they had ample occupation, and I will venture to add to that, that there were times, particularly at Lisbon, Petersburg, and Vienna, when the gentlemen under my orders were working perhaps harder than the Committee would wish them to work.

2206. Were you obliged frequently to employ them on Sundays?—No. I was always eager that the Sunday should be observed as a day of rest; but there was frequently work to be done on the Sunday, and indeed there was constantly work to be done when every one of us ought to have been asleep instead of writing.

2207. You do not see how any considerable economy could be effected in that direction by reducing the number of persons employed at the several missions?—No. I should be sorry to see the numbers reduced; for, as far as my observation has gone, I have never found the ship over manned.

2208. Do you see any means of effecting economy in another direction, namely, by reducing the number of our missions?—I really do not; and, I ought to state to the Committee, that in one respect my opinions have rather undergone a change during later years. The last time that I had the honour of being examined before a Committee of the House of Commons, if my memory serves me right, I expressed what I felt at the time, that there was a particular mission which I thought might be suppressed, that was Stuttgard; I should now be sorry to see it suppressed, because I see a great deal going on abroad that gives me the idea that Germany is in a state of change; I think, at the same time, that you might perhaps make it more efficient than it is, by joining to it a small court, and I believe there is such a court with which we are likely to be more connected, in consequence of a proposed Royal marriage; I mean Darmstadt. I do not see why the minister at Stuttgard should not take that in his circuit; I believe there has been no sort of representation there. With regard to Saxony, another of the missions, which has been often struck at, I have a strong and decided opinion as to the inexpediency of meddling with it, for I have always observed that Saxony occupies a place in the confederated states which is quite disproportionate to its size; there is, in fact, hardly any government in Germany which is more consulted than that of Dresden, and for that reason I should much regret to see the Dresden mission abolished.

2209. I observe that in the evidence you gave before the Committee which sat in 1850, you stated that when you first entered the service a minister was allowed to keep the whole of his salary during his absence, and until he returned?—Yes.

2210. Now I believe a very considerable portion of the salary is deducted?—I believe that half is deducted.

2211. Do you think that that is an improvement?—I think it was proper to make a change; but I doubt whether the change has been a judicious one. I consider that it has been too great. Every workman is, I think, worthy of his hire, and every man entitled to a holiday once a year; I would give him, accordingly, a month or so; and say during that time, "We leave you with your full allowance, but for every day that you exceed that time," whatever that time might be, "we shall deduct so much from your salary." It is all very well if a man comes to England for six or eight months, he can then break up his establishment; but he cannot sell his horses, turn off his servants, and reduce his establishment, if he comes home only for a short time.

2212. Is it in your opinion necessary to give a portion of the income to his *locum tenens* acting as chargé d'affaires?—Perhaps it would be unfair to come upon the country for anything extra, but I certainly should bear very lightly upon the absent minister, so long as his absence did not exceed the specified time.

2213. By the present system, I understand that the country is an absolute gainer by the absence of the minister, as he receives only half his salary, and the chargé d'affaires only a few pounds a day extra?—Yes.

2214. Do you think it would be unfair to say, supposing the absence of the minister to be prolonged beyond, say four or six weeks, that then the salary should

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should be divided between the minister and the gentleman serving in his office?—I do not see any necessity for changing the remuneration of the temporary man, the chargé d'affaires; I think that his trouble is fairly remunerated by the 3 *l.*, or 5 *l.*, or 6 *l.* a day which he receives. If I had to manage the thing, I think I should leave to a minister his full allowances for a short specified space of time, and afterwards I should put it on the footing that it is now, taking away half of the allowance.

2215. Sir *Minto Farquhar.*] Then during an absence for a month, the chargé-d'affaires would not have any increase of salary?—No; I should not give him more than his present extra allowance.

2216. You mean, I think, that the minister should receive his full salary during a short absence, and after that that he should make up the sum that was requisite to remunerate the chargé-d'affairs?—Yes; but beyond that there should be no charge upon the absent minister, beyond the 3 *l.*, or 5 *l.*, 6 *l.* a day.

2217. *Chairman.*] Have you experienced much inconvenience from any irregularity in the payment of your salary?—I have heard a good deal upon the subject, but I cannot say that I have; indeed I have had very few grievances of any sort to complain of. When I was first made chargé-d'affaires at Frankfort, there certainly was considerable inconvenience. I was then a young man with little money in my pocket, and the extras were very heavy, for Frankfort was a sort of central place, from which letters were sent in every direction, and the postage was extremely heavy; and I had to provide the money, for which I paid 6 per cent., and as well as I recollect, the Government, at one time, owed me 2,000 *l.* for extras; but since that time, a much more liberal and much more proper system has been adopted, and heads of missions have been paid with tolerable regularity. I repeat, that I cannot say that I suffered much inconvenience, and since I left the profession I understand that much more liberal arrangements have been made; that there is a monthly payment now, and that foreign ministers are allowed to draw in advance.

2218. Have you experienced any hardship from having had at any time to pay considerable expenses for which you have not been remunerated?—I am not aware that I have ever been called upon for such advances; the extras were occasionally heavy, particularly at Vienna, for there there is constant telegraphic communication, and that naturally leads to a heavy account; the bill for telegrams, I think, has amounted occasionally to 800 *l.* or 900 *l.* at a time.

2219. With respect to education for the diplomatic profession I observe that you stated this in answer to a question: "I consider by far the most important point for those who enter the profession, is that of learning French," do you still adhere to that opinion?—I do entirely; I should, however, be sorry if the Committee supposed that I undervalue the acquisition of other languages; on the contrary, I attach the greatest importance to it; but, in one word, if two attachés of equal ability were offered to me, and I was told that one of those gentlemen could speak French with the same facility as he could speak English, and that the other had a superficial knowledge of three or four different languages, I should augur much better success to the young man who was able to speak the French language perfectly, than the one who had only a partial acquaintance with three or four, and I should expect that he would be more useful to his chief.

2220. Have you seen in your long career considerable inconvenience arise even in the higher stations of diplomacy from a want of a perfect familiarity with the French language?—I have no hesitation in saying that I have seen great inconvenience arise; I have seen people placed in ridiculous situations and laughed at, from their want of familiarity with that language. I think that people are very apt to talk loudly of their knowledge of foreign languages, and to say that they speak French perfectly; now, to speak with a certain degree of fluency, that is common enough; but, as to speaking the language very well, it is given to but very few so to speak it.

2221. You would probably say that you consider a real familiarity with the French language perhaps the highest diplomatic acquirement, and one which you would desire most to encourage?—I really think that I should; and I would add, that I attach more importance to speaking that language than to writing it; conversation is a matter of everyday work; writing occurs very

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seldom, and after all we are restricted from writing in French; we write in English, and it follows therefore that it is much more important for conversational purposes than for correspondence.

2222. Is it not therefore very desirable that a young man should combine with his English education a sufficiently long residence abroad to give him a familiarity with the French language before he enters the diplomatic profession?—Yes, certainly, provided the residence abroad does not interfere with the English education. I do not see, however, why people in England should not do what they do in Russia; there they become perfect masters of French and English without having ever left Moscow or St. Petersburg. I cannot see why we should not do the same, and I think our public schools ought to be made to understand that this is a *sine quâ non*. I desire that the public masters at Eton and at Harrow should learn that people will not be likely to send their sons to them, unless some modification of the present system takes place.

2223. Will you be good enough to inform the Committee whether you think it advisable that a house should always be taken for a mission?—I am very glad that the honourable Chairman has asked me that question, for I have no hesitation in saying that I think it is a very great object, that you should have a proper mission house at some of the great places; for instance, at St. Petersburg, at Vienna, and at Berlin, but more especially at Vienna. I can speak feelingly with regard to the extraordinary inconvenience that one meets with there. I had first 800 *l.*, and then 900 *l.* a year to lodge myself at Vienna, and I found myself so utterly unable to get any decent quarters that I began by passing three months at an hotel. I then had to pass three other months in a detestable lodging, and I ended by taking a house, which cost me 1,100 *l.* a year, and which, after all, was not at all the sort of house that I should like to see an English minister living in; but such is the difficulty of obtaining a residence that that same house is now occupied by the French Ambassador, a man of large appointments, and still larger private fortune; nothing can better prove how necessary it is to have a mission house at Vienna; and I may go on to say that I think the present moment would be certainly favourable for securing a house there, in consequence of the changes which are in progress, the ramparts having been pulled down, and the town being newly laid out.

2224. Would you apply the same remark generally?—No. I should not say so generally, for I do not see that there is any object in having a house in small places. At St. Petersburg, I think it would be very desirable, indeed, and at Berlin also, but especially at Vienna; and I believe that, under good management, the country would not be put to much additional expense.

2225. Have you any objection to mention to the Committee, more or less in detail, as it is convenient to you, whether you have found during the whole of your service that the remuneration which is given to the heads of missions is, on the one hand, sufficient for the expenses they are obliged to incur; and on the other, whether it is, on the whole, as large as that which is received by the representatives of other States of the first order?—I will answer that question in detail, and certainly in perfect sincerity. As a whole, I apprehend that the English diplomatic corps receive more than the foreign corps diplomatique, but I think that more is required of them, and that they are paid unequally. As regards the other part of the question, I should say that I consider that the remuneration at the smaller posts is adequate; but that there is that drawback from the diplomatic profession as it now stands, that the higher you get the less lucrative it becomes. If you look only to making a good thing of it, you had better remain at Hanover, for example, or Bavaria, than get up to St. Petersburg, or Vienna. As I before stated, I have no interest in the thing now. I have done with the profession; but I do not see why I should not speak plainly and openly. While I was at Vienna I wrote to Lord Clarendon, who was, besides being my chief, an old and intimate friend, and I said, "There are details that I should be very sorry to go into; but in order to give you a proof of how totally inadequate the salary is, here we are at the end of," either eight months or nine months (I cannot say which), "and, as you will see from the accounts which I send you, I have spent my year's allowance. I certainly have lived in anything but splendour; but here I am, at the end of eight or nine months, without any salary." As it happened, I had good private means

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of my own, and therefore it put me to no inconvenience; but if I had had none, there would have been no means of meeting the deficiency.

2226. Sir *Minto Farquhar.*] Your salary there, I believe, was 5,000 *l.* a year?—My salary, when I went to Vienna, was 5,500 *l.*; then it was raised to 6,000 *l.*, and there was an allowance for house rent of 900 *l.* a year. My house, as I said before, was a very inadequate one, and cost me 1,100 *l.* a year; and as one cannot pass the summer in Vienna, with any regard to health, I was obliged to take a villa, as other people do, for good air, and for the object also of having a little society; the villa cost me 300 *l.* a year more, so that my house rent amounted to 1,400 *l.* a year, and my allowance was 900 *l.* a year.

2227. *Chairman.*] Was it much the same at St. Petersburg?—At St. Petersburg I had 700 *l.* a year for house rent; it was afterwards raised to 800 *l.*, and I received 6,000 *l.* a year as salary.

2228. Could you live upon that?—No, I never lived upon it; I made a better thing of it at St. Petersburg than I did at Vienna, but I never lived quite upon it; with regard to house rent there, I believe I paid 1,000 *l.* a year for my house; and for my villa, which was quite a necessity, I paid 300 *l.* more; so that there my house rent cost me 1,300 *l.* a year.

2229. In your opinion is it necessary that an ambassador should have a larger establishment than a minister?—Certainly, and I think if the Committee are not prepared to propose a sufficient remuneration it would be much better not to have ambassadors; I believe that you had better have a well-paid minister than an underpaid ambassador.

2230. Mr. *Hope.*] You think that would be better than to have an ambassador with 7,000 *l.* a year?—Yes; 7,000 *l.* a year, some years ago, would have enabled a man to live in very great comfort, and some splendour; but the difference in the currency is very great now. At Vienna the difference is certainly more than 100 per cent. When I first went to Vienna, 40 years ago, I got 25 florins for a pound note, and when I went back I got only 10 florins for the pound note, and for my paper florin I could only get what I got for my silver one.

2231. Mr. *Layard.*] What is the cause of the difference between the expenses of an ambassador and those of a minister?—The ambassador is obliged to keep up more state; much smarter equipages, and horses and liveries, and I suppose that an ambassador gives more expensive entertainments.

2232. *Chairman.*] It is a matter of convention?—Yes.

2233. You stated that you thought more was required of a British minister than of a minister from other foreign states; what did you exactly mean by that?—In the first place, the English are much greater travellers than foreigners are; a travelling Frenchman is a rare thing in comparison with a travelling Englishman; that is one class of demand upon the ambassador. I really cannot very well explain it, but so it is; an Englishman does not give more splendid entertainments than a Frenchman does, but his every-day mode of living is more expensive; he spends more money with less to show for it.

2234. Have you found, in the whole of your experience, that there is a distinct proportion between the establishment which a minister keeps up in a large capital and the money he has to spend?—I do not doubt that it is so generally. I may, however, observe, that the position which Lord Wodehouse occupied at St. Petersburg was such that he was really treated, as I have understood from Russians, like an ambassador, because he lived like an ambassador; he put his house upon that footing; I do not doubt that I am right in saying what I have; indeed, I feel the more convinced of it, because I have heard various American chargés d'affaires and ministers complain of the want of attention which they met with on account of the inadequacy of their salaries.

2235. Do you think that that might apply in ordinary cases, and not in the case of a man of recognised ability and statesmanship, or do you think that his personal weight would not overpower any such distinctions as that?—I have no doubt that it would; but, at the same time, I am equally certain that an adequate salary makes a very good pedestal upon which to stand.

2236. Speaking with the fairness which you naturally would do with regard to the claims of your own profession, do you think it has been injured on the whole by the introduction of gentlemen who have attained political or other distinction?—No; I am not disposed to view that as a grievance, for one or two reasons; in the first place, when we entered the profession, we knew that at some moment when we were going to extend our hands to pick one of the prizes, we

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were liable to see it given to another; and then I think that it gives some eclát to the profession that a distinguished man should occasionally, though exceptionally, enter it.

2237. Sir *Minto Farquhar.*] You would, I presume, confine that remark to heads of missions?—Certainly; a man of eminence would hardly, I think, become anything but the head of a mission; I should hope, too, that such appointments would be very exceptional.

2238. Mr. *Hope.*] When you spoke of the great advantage which a knowledge of French gave, were you comparing that with other branches of education, acquirements, or languages?—I think I should attach greater importance to that than to any other language, or to any other acquirement, for what could be put into competition with it? it would not be a knowledge of the law, it would not be any other language, it would not be a knowledge either of German or of Italian, French being required every day.

2239. You spoke of a man's acquaintance with the French language, but I presume you start upon the supposition that a man who is to speak French is to have a good education besides?—I should require a thoroughly good English education.

2240. You expressed yourself as very favourable to keeping up an English feeling in the latter stages of the profession, but I presume you would wish young men to start with a good English feeling?—Yes; in every stage, and for that reason, I should begin to build upon a good English education as a foundation.

2241. You quoted Russia as an example, and you said that you did not see why what they do should not be done in England?—Yes; it is true, however, that we have not the same aptitude.

2242. When you spoke of its being given but to few to speak foreign languages well, I apprehend that instances of foreigners speaking foreign languages in a way not to be distinguished, are rare, except among the Russians?—I believe so.

2243. They possess a very peculiar aptitude for acquiring languages?—A wonderful aptitude.

2244. Of course the education in Russia is altogether a home education?—I believe it is, or generally so; and I think, if I am not mistaken, that a degree at their university takes the place of a diplomatic examination.

2245. There is nothing at all analogous to our public schools in Russia?—No.

2246. In Russia I believe it is commonly the case that a child can speak other languages before it can speak the Russian?—A child very often lisps in English, the Russians have a way of putting English nurses, and English governesses, and English tutors about their children, and thus a child learns without being aware that it is learning.

2247. They have, I believe, both French and English attendants in their houses?—Very commonly.

2248. Is the language of society in Russia, French or Russian?—They speak a good deal of Russian among themselves, but they likewise speak a good deal of French.

2249. Is it not very common for a family to carry on conversation among themselves in French?—It is very common.

2250. I believe there is a totally different course of education and different habits in Russia from those in England?—They are extremely different. It has happened to me in Portugal to feel the want of being able to speak Portuguese; but never in Russian society have I felt the want of being able to speak the language of the country.

2251. I believe there is scarcely a Russian family on the Continent in which the children are not able to speak at least three or four languages?—No; and an immense benefit is thereby conferred upon them.

2252. With regard to the previous education, you stated, I think, that a knowledge of the French language should be combined with an English education; do you consider it necessary, in order to acquire that knowledge of the French language, that a young man should go abroad?—No; I do not see why a young man should not acquire it, *pari passu* with the other branches of his education. He may begin learning it almost in infancy, and continue learning it at a preparatory and at a public school.

2253. Do you mean by that acquisition of the language, the power of writing and

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and understanding it, or do you mean a facility in speaking it?—It is the speaking of the language, certainly, to which I attach the greatest importance.

2254. Taking the ordinary course of a public school education, at what part of it do you think it would be most convenient to acquire great facility in speaking the French language?—I myself spoke it with fluency when I first went abroad.

2255. At what age did you go abroad?—I think it was in my 20th year.

2256. Had you been to a public school?—Yes; I had been to Eton, after which I took a degree at Oxford.

2257. Had you ever been abroad before that?—Yes; I had been abroad for two or three months.

2258. You would be content with such knowledge as could be acquired by studying at the public schools, which really would be, in practice, speaking it with the masters?—Yes; I was venturing to indulge a hope, that the system of our public schools might be somewhat modified, that much greater facilities might be given for acquiring foreign languages, and that English composition should be closely attended to.

2259. The point upon which I am desirous of having your opinion is, whether any real facility in speaking any foreign language can be acquired without the habit of speaking it in society, or in a family?—It would be extremely desirable, there is no doubt about it; but rather than give up the English education, I would have a young man speak French even less perfectly; but at the same time, I consider that it is an immense object that he should speak French, because he is very liable to be discouraged from going into society if he does not; and it is a very great object that he should go into society.

2260. But suppose the case of a young man going abroad at the age of 20, it would not be too late for him to learn the language then?—Certainly not, if he is well grounded.

2261. Some questions have been asked in this Committee with regard to the head of a mission introducing young men into society; I apprehend that for conversational purpose the society of ladies is the society in which he would learn it most rapidly?—Yes.

2262. Would you be satisfied if young men, when they first joined their missions, had a good foundation in French, and that they should then be introduced into society, in order to acquire the art of speaking the language?—I apprehend that a young man would learn quite sufficient in that way, supposing that he applied himself diligently to the pursuit.

2263. Mr. *Grant Duff*.] Supposing you had some guarantee that the persons who presented themselves for competition to enter the diplomatic service were persons who had the requisite means, and occupied the requisite position in society, should you object to giving away the first appointments by competitive examinations?—I should object very much; I could never bring myself to say one word in favour of competitive examination; and for this reason, that if I were in trade, and wanted a clerk or secretary for my own purposes, I should be very sorry to take a young man in that way.

2264. Do you not think that it would be an advantage to the service if you got the cleverest young men in all England possessing the requisite means?—I should be glad to get the most proper man, but I do not think you would get him in that way; I think you would get the most learned man.

2265. Would not the question of whether you got the most proper man depend upon the nature of the examination?—Not entirely; for instance, if a young man was examined, I should rather that you should be guided by your impressions of his qualifications for that particular profession, than that you should be guided by the answers that he should make; in diplomacy many things are required, such as discretion, tact, and good manners; for these competitive examination would offer no test.

2266. According to the present system of appointment, what guarantee is there that the young men who are appointed possess either tact or temper, or acquirements of any kind, except such a modicum of acquirements as is tested by the present examination?—I do not know that you have any at all; I can then only say that a young man has no right to expect to get on who is deficient in any of those requisites. In my opinion one of the greatest requisites in a diplomatic agent is the faculty of inspiring confidence, and to this he should add the merit of showing that he is deserving of confidence.

2267. You would admit, would you not, that competitive examination would

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not necessarily give you worse men than you get now?—Not worse, but I would rather leave it to the discretion of a man possessing discretion, to send me a proper man, than put it upon that kind of test.

2268. According to the present system does the Secretary of State really exercise any discretion at all in the matter, in other words, does he examine whether a young man who is about to be appointed, is a person really possessing the requisite qualifications?—I really am unable to answer that question, for I have no knowledge of what passes between the minister and the candidate; as to myself, I was sent out originally as an attaché by a man with whom I was intimately acquainted.

2269. Mr. *Layard.*] It would be, I think, very useful to the Committee if you would kindly give them a sketch of what you think, after your long experience, should be the education of a young man for the diplomatic service?—The honourable Member does me much honour by putting the question to me; I really do not know what better education a man can have than the one I received myself, if I had known how to profit by it. I received my education at a private and at a public school, and before going to Eton I had received a good deal of instruction in French, which I turned to account afterwards. A young man might after being placed at Eton or Harrow for three or four years, obtain a degree in an English University, and then I really do not know what better education you could have given him.

2270. Have you had any experience of the young men who have been appointed under the new system of examination?—Two or three of my attachés whom I had at Vienna had undergone that examination.

2271. Were you satisfied with them?—In general, I was well satisfied with them; and several of them I thought were very likely to get on in the profession, and make a respectable figure.

2272. *Chairman.*] In answer to a question put to you in 1850, in these words, "During your experience have you found that young Englishmen appointed as attachés, have in all instances voluntarily applied themselves to acquire the languages of the different countries in which they were?" you said, "Not generally." Do you not think that an increased acquisition of languages is in itself a very great improvement to the members of the profession?—It is a very great improvement; I think that it cannot be too much impressed upon young men how very important it is, and I should be glad to see that an interest was taken in that matter by the Secretary of State, and that a young man was given to understand that he should not expect rapid promotion if he neglected such branches of knowledge.

2273. You look upon a knowledge of languages, I presume, as the great instrument in diplomacy?—Yes; and as the thing is now managed there is a sort of nursery ground out of which you are to select your future ministers, I think you are bound to keep it in good order.

2274. Mr. *Layard.*] Is not the English language becoming much more generally spoken on the Continent than it used to be?—It is very generally spoken in Russia, and in most of the countries I have been in; in Germany particularly.

2275. I believe there are now but few statesmen in any part of Europe who do not possess some knowledge of English?—Most of them do; particularly the Russians. With Count Nesselrode my conversations took place more generally in English, for I thought he spoke English better than I spoke French.

2276. *Chairman.*] Generally speaking, would you advise a diplomatist to run the risk of speaking English with a foreign minister?—I hold it to be an advantage, I would rather fight with my own sword, and converse in my own language.

2277. Mr. *Layard.*] Do you approve of the rule, which I believe was introduced by Mr. Canning, that written communications from an English mission should be in English?—Really it is a question which I have never asked myself. I have always found it to be the practice, and upon the whole, perhaps it is better to be so.

2278. In point of fact, there was no reason why French should become the language of diplomacy rather than the English?—No; the only inconvenience is, that we do not meet on neutral ground, every foreigner begs leave to stand on his own; one writes in German, and another in Portuguese, and so on.

2279. The French language has only become the language of diplomacy in modern times; formerly, I believe, first the Latin, and then the Italian was more prevalent?

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prevalent?—Yes; and it was certainly giving the French an undue advantage; there is no doubt of that.

2280. Do you think that the position of the attaché, as regards the social relations existing between him and the head of his mission, has been much changed of late years, since the appointment has been entirely in the hands of the Minister of State, and that diplomacy has become more of a profession than it was formerly?—I have already stated, I think, that I have observed less intercourse to take place between them, for the reason that I gave, that the salary was much greater in former times than it has been of later years, and a man could afford, 40 years ago, to do what he cannot do now.

2281. Formerly, I believe, the head of a mission, although he did not appoint the attaché himself, was generally consulted as to an attaché who was to be sent to him?—That I really was not aware of. With regard to myself, I do not think I have ever been consulted. I have been told, there is such a man to be sent to you, but I was never asked the question whether he would be agreeable to me.

2282. Not even in your earlier days?—I do not remember being consulted upon that point.

2283. Did you consider it, I will not say a duty, but a fair thing towards your attachés to do the best you could to introduce them into society?—Yes; and I have always considered it a pleasure.

2284. Have you found them willing to go into society?—Yes, but I cannot say so without exceptions.

2285. Could they easily obtain admission into foreign society?—Very easily; but I think that entirely depends upon the man himself.

2286. At Florence, for example, were they able to obtain admission into Italian society?—At Florence, more readily than almost any where.

2287. You think it an advantage, I presume, that an attaché should enter into the society of the place in which he resides?—I consider it a very decided advantage.

2288. Do you still hold to the opinion which has become somewhat celebrated, that, after all, a good dinner goes a great way in diplomacy?—I know that my evidence on that point has given rise to some jocular remarks, to which I do not at all object; but I take the liberty of adhering entirely to that opinion. I would add, that it is because I think that much is to be done by kind and social intercouse. My object is this, that people should meet and talk together, and get into amicable relations; in this way the transaction of business is much facilitated.

2289. Therefore you would not consider it a desirable saving to cut down the allowances made to heads of missions, so as to leave them a bare salary to meet their expenses?—No; decidedly not.

2290. *Chairman.*] Do you think that in the present condition of society, which, in European capitals, is so much broken up by political divisions and other difficulties, it is of special importance that the house of the British mission should be a point of re-union and of meeting between the different parties as far as possible?—I have no hesitation in saying that I entertain a very decided opinion, which is, that in the present state of society in some countries, I think the house of the English minister may be the means of rendering very great service; I will take the liberty of adding that my house served that purpose when I first went to Brussels. It was immediately after the revolution, and society was divided, as I may say, into two camps; and I believe I was one of the first persons in whose house the two parties met, and there is no doubt it was a very great advantage for both them and the country.

2291. Did not the same thing occur in Lisbon?—At Lisbon it did not happen, because as civil war was going on, party ran too high; the Miguelite party too was so estranged that they were hardly to be got back.

2292. Mr. *Layard.*] You consider that the social position of the minister is very important with reference to the services that he is able to render to his own country as well as to the country to which he is accredited?—Yes, it is a very great object; and it may equally be a great object to the country in which he lives.

2293. During the period of your service, did you find the consular service at all clash with diplomacy?—No, I have derived benefit from it; and I am not aware of ever having come into collision with any consular servant. I have always found great deference on their part, and willingness to do what was desired of them.

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2294. You did not find a tendency on the part of the consuls to interfere with political matters, or to correspond upon them with the Foreign Office?—I never had a complaint to make of that sort.

2295. Do you think it objectionable that there should be a consul, or consul general, in the same capital as a minister?—No, I see no objection; and I repeat that I have never met with any disposition on the part of the consular agents to encroach upon my functions.

2296. Were you in the habit of employing a private secretary?—Never; I have been my own private secretary, with some occasional help from an attaché.

2297. Do you think there would be any objection to nominating one of the attachés as private secretary, and adding somewhat to his pay?—No; I would much rather do that than have an outlying secretary.

2298. Is it desirable that such an appointment should be made in all the missions?—That would depend very much upon the habits of the minister; if a man is his own private secretary, he would not require assistance.

2299. *Chairman.*] If you had a private secretary at all you are strongly of opinion that the person ought to be one of the body, and not a stranger?—Yes.

2300. Mr. *Layard.*] You would not employ, for any purpose in a mission, a stranger, or a person not connected directly with the service?—No, I certainly should not.

2301. Would the absence of a minister during a short time, say a month, compel the chargé d'affaires to receive and to keep a kind of open house?—That I think is a matter of feeling; I think it should be left with him; but it ought to be understood that the Foreign Office does not expect it of him. If his means permit, and his tastes lead him to do so, it is a very good thing to do.

2302. It would be understood that it was desirable, but that he was not considered obliged to receive?—I think that would be the fairest footing to put it upon.

2303. Do you know what pay an Austrian Minister of State receives?—No, there is always a difficulty in getting at that. I could not tell you the amount of pay received by any foreign employés, for it comes to them in different shapes; there are different allowances.

2304. I suppose you think it of more importance that the head of a mission abroad should entertain the people of the country to which he is accredited than that he should entertain travellers from his own country?—I do not think it of importance to entertain travellers, but it is a pleasure. If a man's means allow him to do so, it is a great satisfaction, more especially if the travellers are acquaintances who come both with English news, and with a certain English atmosphere about them; but I do not see that that advances any public end.

2305. The social intercourse which you have mentioned refers to the people of the country in which you are residing?—Yes; and I should be sorry not to have expressed myself strongly upon that point, because I believe that very much depends upon its being attended to.

2306. *Chairman.*] Was there not a habit, during a considerable portion of your experience, of sending out formal letters of recommendation and introduction from the Foreign Office, which were looked upon very much as dinner tickets?—It was literally so; it was a bill that was drawn upon the kitchen of the minister, payable at sight.

2307. Sir *Minto Farquhar.*] With regard to the introduction of gentlemen of high standing into the diplomatic profession, who did not originally belong to it, do you not think that that ought to be confined very much to the principal missions?—I need, perhaps, not remark to the Committee that the more restricted the practice, the better pleased I should be with my professional feelings; but I think the good taste of the Secretary of State would provide security against abuse in that matter, as the good taste of successive ministers has been shown in the sparing use which they have made of their power.

2308. There might be political reasons for withdrawing an ambassador; for example, a difference in politics from an incoming Secretary of State, and that would be a very fair reason for sending out a statesman of high standing to represent his opinions at one of the courts?—Yes; but that rather leads to another question, which is, whether those places are to be contingent upon the politics of party.

2309. Do you think it necessary, upon a change of Government taking place, that an ambassador should be recalled from his post?—My opinion is probably a prejudiced

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a prejudiced one upon that point, for I am a Swiss, who has served under so many different Governments, that my opinion is perhaps of no great value. All I can say is, that whatever minister I have served under, I have served him to the best of my power and ability, without any reference to my own private opinions.

2310. *Chairman.*] Do you not think that a minister gains in authority by the fact that his private opinions coincide with the public opinions which he expresses?—That might be a point worthy of consideration. I conceive that there might be circumstances in which it would be so.

2311. Mr. *Layard.*] I suppose it would depend a good deal upon the power to which he was accredited being a great or a small one?—Yes.

2312. Sir *Minto Farquhar.*] Supposing that it were desirable to change the ambassadors at some of the courts, would it not be very hard that a system like that should be carried down into the lower grades?—Yes; and I think that that has never prevailed at any period.

2313. With reference to the attachés, supposing that education was carried out as you thought was advisable, would it be necessary, in your opinion, that a gentleman who had taken a degree at a university, should undergo an examination again before he joined the service?—I certainly should not require it for my own satisfaction, but then I hold opinions upon that subject which I probably share with very few people. I would rather, for instance, have a man who was recommended to me by a friend, or by anybody for whose opinion I entertained respect, as a person who was likely to succeed, than that he should possess the recommendation of being a good Greek scholar, or a senior wrangler.

2314. Does it not appear to you to be unnecessary, when a man has taken his degree at a university, that he should then have to undergo an examination before the Civil Service Commissioners?—I myself should have thought it unnecessary, always supposing that the French language had been attended to, for that I would under no circumstances have neglected.

2315. If French was a *sine qua non*, do you not think at any rate that he should undergo an examination in the French language?—Yes. I should under no circumstances dispense with a competent knowledge of French.

2316. Supposing a young man is sent out at the age of 18, probably he has only been to Eton, or to Harrow; do you not think that in such a case he ought to undergo some examination?—In that case I would not dispense with the examination; I was not very friendly to the system of examination when it was established, but I am bound to say that it appears to work very well.

2317. I gather from your evidence that you think that about 21 or 22 is the best age at which to send out an attaché?—Yes, I think that is about the age.

2318. Supposing him to have been appointed at that age, after he had been abroad for some time, would you not subject him, as now, to an examination, in order to see that he had acquired a knowledge of languages before he obtained the post of paid attaché?—I believe that would be desirable, and, at the same time, as the young man's habits would be formed, you would be able in this manner to see whether he had turned that interval of two years, or whatever it might be, to good account.

2319. If he had taken a degree at a university, you would be satisfied with his afterwards undergoing an examination in French, before he was appointed an attaché, and examine him again, in order to see whether he had become generally acquainted with what was necessary for the diplomatic service before he was made a paid attaché?—Yes.

2320. A question was asked you as to chanceliers, or gentlemen to be attached permanently to missions; do you not think that if that was the general practice, a new minister, upon coming to his post, might depend very much upon a gentleman so appointed, and depend more upon him than upon his own staff?—I do not myself approve of the plan, nor should I wish to provide him with such a staff to lean upon; I would rather that he depended upon his own powers, and upon the persons belonging to the mission; I do not think that anything would be gained by it.

2321. But if a gentleman of that kind were permanently employed, would not the attachés, from supposing that he knew much of the customs and the language of the place, and from the circumstance of the minister applying very often to

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him, be discouraged from acquiring that knowledge?—Yes; I think that it might be a premium upon indolence, and I do not see any reason for holding that out.

2322. *Chairman.*] Have you ever perceived that effect in any foreign service where there has been a chancelier?—I should say that there certainly was a disposition to hand the papers over to him, and to say to applicants "Go to the chancelier;" in a word, I think that business had better be done by the minister or the secretary of legation, or his attachés.

2323. Mr. *Hankey.*] I think you stated that your salary as minister at Vienna was not equal to your necessary expenditure?—Certainly it was not.

2324. At the end of your period of service at Vienna, did you find that you had been obliged to trench upon your own private fortune?—What I said, in a private letter to Lord Clarendon, was really that. I sent him the exact details of the whole thing, with an account of the pounds, shillings, and pence. I said and showed that at the end of eight or nine months I had spent my year's salary.

2325. And did you consider that at that period you were not spending more than was necessary for the style of living that you thought it your duty to maintain?—Certainly. And I wish to make this remark to the Committee, that at Vienna, and at St. Petersburg, and other places, especially at the first, many of the people with whom the English minister is put in competition, are people of very large fortunes, and therefore his style of living must have some reference to the style of those magnates. There are many of those persons who do not often open their houses, but when they do, it is with a certain degree of luxury and magnificence, which must not too much distance the English minister.

2326. If you had been obliged originally to adhere to your diplomatic income, do you consider that the public service would have suffered during your career in diplomacy?—I have no hesitation in saying that; and that at Vienna I did not keep the sort of house that I should have liked, to be the house of the English minister, nor at St. Petersburg.

2327. During the time you were at Vienna, I think you stated that the allowance for house rent was inadequate?—Yes, it certainly was.

2328. Was the house there bought?—No; I took a house for three years.

2329. Do you consider it a desirable arrangement that a minister should take a house on his own account?—What I think would be especially desirable is, that a minister should have a house provided for him. I think that you are taking a precaution in your own favour and against the minister by so doing. In that way you take a precaution against a man who goes abroad to save money, you should put him in possession of such a house as you wish him to occupy.

2330. Sir *Minto Farquhar.*] Would not that obviate the great inconvenience which often arises from changing the chancery, and the removal of papers from one place to another?—Yes. At Vienna, and at St. Petersburg, that occurred from the utter impossibility of finding a proper house.

2331. Is not the constant removal of all the papers very objectionable?—Very objectionable, indeed; it is a very serious objection.

2332. Mr. *Hankey.* Do you consider that the public service suffers from there not being a permanent residence, belonging to the Government, found for a minister?—Yes. I certainly think that it is a thing to keep in view. I should be very glad if it were done, not for the sake of the minister or the ambassador, but for the public service, and the respectability and efficiency of that service.

2333. Is there an allowance made to a minister, generally, for stationery?—None of any sort.

2334. Is nothing received in the shape of a money allowance?—No. He provides his own pens and paper.

2335. Does he provide the whole of the stationery for the chancery?—Yes, and passports as well.

2336. And pays the postage?—The public pays the postage.

2337. What is the particular duty of a secretary of legation?—I really do not think that that is very closely defined. I know that when I was secretary of legation, I always put myself upon the footing of an attaché. I was secretary of legation at Frankfort, Stutgard, and Berlin. I was afterwards secretary of embassy, and at each mission, as at the embassy, I put myself upon the footing of the attachés. I called upon the ambassador every morning, to see what business there was to attend to, and he gave me so many letters to be written and

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and copied, and I went down to the chancery, and gave every one his portion of the work, taking my share with the rest.

2338. Do you think that the existing custom affords a sufficient opportunity for the secretary of legation to learn his duty as a diplomatist?—I think that you give him facilities for doing it, but it depends, of course, upon the man whether he turns those facilities to account.

2339. Did you ever make any scruple in employing any of your attachés to do the work of the private secretary?—I have so far gone upon this plan, which I think is a very good one, that I had no secrets and no reserves for my attachés. When I was written to, to be informed that they were attached to the mission, I understood that to mean that I was to take them into my confidence, and, as far as I am aware, I never had occasion to repent the trust which I placed in them; I think that it increased the interest which those young men took in the business, and that they did their work the more heartily.

2340. Do you think it is desirable to allow an unpaid attaché to remain above three or four years unpaid?—I should be glad if he were not; but it is a difficult thing to provide against the evil, seeing that his promotion depends upon vacancies occurring.

2341. Do you think that any arrangement ought to be made by which a minister, if a mission is done away with, as lately occurred at Naples, should have some continuation of salary as a member of the service?—There is no doubt that a minister is occasionally exposed to very great inconvenience, as is the case with Mr. Eliot; there is no doubt of that; but it would be perhaps difficult to guard against it. You would guard against it to a certain degree if you adopted the system of allowing the time for a pension to begin to count earlier; if you give a man a commission as an attaché, that would give him an earlier claim.

2342. Do you think it is fair, if a minister is withdrawn from a place because a mission is done away with, until he can be again employed, that he should be left entirely without pay?—So far I think it is fair, that when we enter the profession we know the accidents to which we are exposed; it is a hardship, however, which I should be glad to see remedied.

2343. *Chairman.*] Might not that in some degree be remedied by employing such persons, not being heads of missions, in some way in the Foreign Office?—Of course you could not well employ a minister.

2344. In your experience, has there been any considerable change in the mode and degree of the communications passing between the head of a mission and the Minister of State?—No; indeed I am not aware that there has been. I began my apprenticeship at Brussels, and I remember that alongside of the public correspondence there was always an active private correspondence between Lord Clancarty and the Secretary of State; and in the same way I have always had a private correspondence with my successive chiefs; with Lord Aberdeen, and with Lord Palmerston, and with Lord Clarendon; with all the Foreign Secretaries.

2345. Do you think that the private correspondence has much increased?—It has increased naturally, because the business has so much increased. The business has certainly quite quadrupled since I first entered the profession.

2346. Mr. *Layard.*] Did you keep a copy of your private correspondence for the chancery, or merely for your own use?—Only for my own use.

2347. No trace of it remained in the chancery?—No; but it is fair to say that the moment there was a question of business, I never introduced business into letters without that business being noticed in the official correspondence.

2348. *Chairman.*] What was the habitual relation between your private and your public correspondence with the minister of state?—More generally I alluded briefly in my private letters to, and very often gave a little summary of, what I had written in the public despatch, reserving especially for the private letters anything that I thought it would not be proper or prudent to speak of; for instance, supposing that a particular person gave me a piece of intelligence of a secret nature, I should be sorry that that person's name should be quoted in a public despatch, although I should have no objection to put it into a private letter, as it might give weight to the testimony.

2349. Is there not great difficulty in so arranging your private and public correspondence that you should leave in the chancery what would give your successor a full and clear understanding of any proceeding that had taken place?—

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I cannot say that I experienced much difficulty. There are a certain number of circumstances of which my successor would certainly have no knowledge, but I think the inconvenience of recording them would outweigh the advantage.

2350. Are copies of what are called private and confidential despatches left in the chancery?—Invariably.

2351. Mr. *Layard.*] With regard to the publication by order of Parliament of ministers' despatches, do you think that it gives rise to much inconvenience, or interferes with the duty of a minister abroad?—I certainly think that it is apt to give offence, and causes apprehension and trepidation. The approach of a blue book is always looked to with great anxiety; there is no doubt about that.

2352. Sir *Minto Farquhar.*] But you would not, I presume, desire to curtail that publication?—No; there is a great deal of good as well as bad in it, and I suppose that the good prevails.

2353. Mr. *Layard.*] Do you not think that the knowledge that despatches may be published gives a minister, accredited to a court, greater weight by enabling him to refer to the public opinion of his own country?—I think it does, and there is no doubt that our policy should always be of a nature to bear publicity.

2354. *Chairman.*] It being known that despatches are published, has not that a tendency to check intrigue, and to place the whole correspondence upon a larger, and, so to say, more honest footing, than it would otherwise be?—I should hope that that is the tendency, and I think it must be so.

2355. Is there any other remark that you wish to make as to the past condition of the diplomatic service, or are there any improvements that you can suggest?—No, except that I would beg the Committee to be good enough to bear in mind that it is not that I wish to obtrude my opinions, but that I have endeavoured to answer frankly the questions which have been put to me.

2356. You regard yourself as having entirely left the service?—Yes, entirely.

Mr. *Horace Rumbold,* called in; and Examined.

Mr. *H. Rumbold.*

2357. *Chairman.*] WILL you state what positions you have occupied in the diplomatic service?—I entered service at first as unpaid attaché; I was then promoted to the post of paid attaché after five years' service; and then, after a service of four years, having been paid attaché for that time, I received my commission, and was made secretary of legation in China.

2358. Are you now employed?—I am at present unemployed.

2359. Do you look upon yourself as being *en disponibilité*?—Yes; which is a French expression, for which we have no equivalent in the English diplomatic service. I believe there is a certain salary attached to the position of a person *en disponibilité*; but with us there is none.

2360. Were you chiefly educated abroad?—I was.

2361. Did you thus become familiar with the use of the French language?—It made me as familiar with it as I suppose it is possible for a foreigner to be. I think that I speak French as well as I do English.

2362. Have you found that acquisition a very great advantage to you?—Most undoubtedly; the very greatest advantage.

2363. Both in the discharge of your duties and in the general comfort of diplomatic life?—Most certainly.

2364. In the European capitals in which you have been, have you found that the being able to speak French was a real comfort to you, and operated as one great inducement to join general society, and derive any advantages that you could from it?—Certainly; but I should say, in addition to that, there is great advantage in the knowledge of the language of the country in which one resides, for although the French language is very generally spoken in all foreign society, still there is a certain number of people who do not speak it well, and who would rather speak their own language; and if, in addition to that, you can speak the language of the country in which you reside, the advantage is increased; in Germany that is very much the case; very few Germans speak French well; more German women speak French well than men; and in that case it is very useful to be able to communicate with them in German; they prefer it very much.

2365. Therefore, the familiar use of the French language, and a competent knowledge of the other principal languages spoken in Europe would, no doubt, seem

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seem to you essential for a complete fulfilment of the duties of a diplomatic position?—I think so, certainly.

2366. With regard to appointments, has any cognisance been taken of any acquirements that you might have possessed of this kind?—I believe so, up to my last appointment. I was removed from one European post to another. I was first sent to Italy, and then to Paris, where I remained only a short time at the embassy; then I was sent to Germany, knowing those three languages pretty well; but I got my commission in China. I was sent out as secretary of legation to China, where I do not think my services were likely to be of any great use, as I had no knowledge of the language; and I think, if I had remained there many years, I should probably have made some progress with it.

2367. Is it the result of your experience that there is something so peculiar in the missions to those remote countries that it might almost justify a separate service?—I think so; I think the probability is, that with the large staff of interpreters which we have there, some of whom are very clever rising men, they might supply all the wants of those missions.

2368. You would think it rather likely to conduce than otherwise to the benefit of the public service if some of the students and interpreters who are now sent out, and who are the most competent for the higher branches of public life, were transferred to the diplomatic service there?—Yes; if they were not transferred to the diplomatic service generally in some way. For a long time our minister at Persia was named, I believe, not by the Foreign Office, but by the Board of Control; and I have no doubt that the mission there was much better conducted than it would have been by men sent out from Europe with no knowledge of those countries, although of course as to Persia the embassy at Constantinople would furnish to a certain extent a staff for the mission in Persia.

2369. Do you think it practicable to select the places to which young men are appointed from a knowledge of their acquisitions in languages?—I think it would be possible.

2370. For instance, supposing a vacancy to occur in an Italian mission, would you think it fair to lay it down that a knowledge of that language should be requisite in the person to be appointed to that mission?—I should think it would be very desirable, and in a choice between several people I think the choice ought rather to fall upon the person who knew the language of the country, and who knew something of the country. I think that a man who had been in Italy, and could speak Italian, would be more useful there than a man who neither knew the country nor spoke the language.

2371. Would there not be practical difficulties in adapting such a rule to the general claims of the service?—Perhaps so; but I understood you to ask the question as if there was a choice between candidates. Of course you could not upset the whole service, as would be the case if it was to be made a general rule to move a man from one post to another, merely because he knew the language of a country better than another.

2372. Are you inclined to favour an increased interchange between the diplomatic service and the Foreign Office?—I think so; I should be myself greatly benefited by it, and I know of many men who would be so too. I think that a system of voluntary exchanges would be very useful, and might work very well: for instance, if you allowed a clerk in the Foreign Office to exchange with a paid attaché abroad for a certain time.

2373. But why should those exchanges be voluntary?—Because I think if you made them obligatory they might be detrimental to both services.

2374. Do you see any difficulty in working a system that would require that of any given time during which a man was serving in the diplomatic profession, he should spend a certain portion of it at the Foreign Office, say before he was appointed secretary of legation; that he should have passed in the Foreign Office one or two years?—No; that might be introduced, I think, and there certainly is one thing of which I am quite certain, that it does benefit a man very much, after he has been a certain number of years abroad, to come home and pass some time at home, and acquire fresh English ideas, which, to a certain extent, a man loses after living so much abroad. I speak from my own personal experience; I am certain that I am a great deal better from having been at home, and probably more likely to be a more useful public servant than I was two years ago, because I have passed now a year or two years in England, and acquired fresh English ideas, which, to a certain extent, I am certain I had lost.

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2375. You think that a man unconsciously becomes affected in that way by too much intercourse with foreign life?—I certainly do think so, in the course of time.

2376. If you could have spent a year or two in the work of the Foreign Office, do you think it would have been an advantage to you, and that your time would have been well employed?—Most decidedly.

2377. Therefore, from your side of the question, you would be glad to see under some system or other a closer intercourse established between the diplomatic service and the Foreign Office?—Certainly.

2378. Did you say that you were for five years an unpaid attaché?—Yes.

2379. Did you consider that a long period so to remain?—It was the average period at that time; that was the rate of promotion then, and I think that the majority of the men who entered the service about the same time that I did served for that time without being paid; of course there were some exceptions; some men served for eight or nine years without being paid.

2380. But after five years was it considered rather a hardship?—Yes; but a man never could expect to get promotion before that time.

2381. Do you think that instead of the present system, under which a man may be for a considerable time unpaid, and then receive a somewhat larger remuneration, that there would be an advantage in a system under which there should be a regular gradation, and the payment of salaries in the same way as to clerks in the Foreign Office?—I do not see any object in that. I confess that when I went into the service I knew that I should have to serve for a certain number of years without salary, and I considered it no hardship; I do not think that many of us do consider it a hardship; I do not think that there is any general feeling of that kind in the service. I do not think that the feeling of the junior branches of the service is, that it is very hard to wait so long without a salary, though there are certain exceptions in one or two cases which I could quote, where it certainly does become a hardship; but I think in general that men are quite prepared for it, and that nobody ever thinks of going into the service without having a certain liberal allowance to live upon; I think that no man ever thought of going into the service without having 200 *l.* or 300 *l.* a year to live upon.

2382. And some a great deal more?—Yes, but I put it at the lowest; I consider that I was one of the least fortunate, but I had 300 *l.* a year to live upon; and I lived upon that very comfortably for five years, probably more comfortably than I have lived since upon more.

2383. What was your first salary?—£. 250.

2384. Taking into account your nine years' service, during which time you would have received 1,000 *l.*, would you rather have had 1,000 *l.* in the last five years of your service than have had it spread over the nine years?—I think so, certainly.

2385. Where do you see the advantage of a long period of unpaid service as compared with the advantage of a larger salary at the expiration of the unpaid service?—I think that one feels the promotion a great deal more; and perhaps one of the happiest moments that I remember was when I got my promotion, after I received a letter informing me that I was appointed a paid attaché at 250 *l.* a year; I felt then that I was being amply repaid for my past work, whereas if I had entered the service, and received probably 80 *l.* or 90 *l.* a year, I should not have thought so much of it, because when promotion came it would not have been the same boon to me; and besides, the post of paid attaché is a positive step.

2386. Have not cases come to your knowledge of young men having fallen into considerable pecuniary difficulties from the absence of any fixed scale of remuneration?—I do not remember any; I may have been myself in want of a 10 *l.* note at times, and many of my colleagues may have been in the same situation, but I have never seen any serious detriment arise.

2387. Do you think, upon the whole, that the younger members of the profession are able to keep themselves out of debt?—Quite so.

2388. If a change was made, would you prefer such a change as would make the claim for a pension count from an earlier period?—Certainly; I think that that is most desirable; and the question with me is, whether the pension ought not to date from the first appointment, upon entering the service; I do not see why a man should not be entitled to a pension for the five years that he serves as unpaid

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unpaid attaché, as well as for that period which he serves as paid attaché, or secretary.

2389. Do you think that the consciousness that a man was earning his pension would make the present unpaid service quite satisfactory?—I think so; because there is certainly that objection to the unpaid service, that a man works for five or six years for no thing at all, he receives no pay, and he is not to get anything in future for his service; it is certainly a losing bargain now; but the want of pay a man does not feel so much; it is waiting so long for the pension, and that I think is a very great hardship.

2390. Mr. *Layard.*] I see that you were sent to Ragusa at one time?—Yes.

2391. Was that upon a special mission?—Yes.

2392. On a public mission?—Yes; it was at the time of one of those constantly recurring Montenegrin difficulties, at the time when Prince Danilo invaded the Turkish province of Herzegovina, and a battle took place at Grahovo, where a great many Turkish troops were cut up. I was sent to report to the legation at Vienna on the events which occurred there, and to establish a telegraphic communication between there and Vienna.

2393. You were then attached to the embassy at Vienna?—Yes.

2394. Were you paid specially for your mission?—No. I was then a paid attaché, and I got no special pay for that; my expenses were paid beyond my salary.

2395. It is the custom at missions, is it not, to send attachés upon special service of that kind?—It is not very often done.

2396. Mr. Morier was sent, I believe, to the Transylvanian frontier?—He was at Vienna with me, and he was sent to the military frontier.

2397. Do you think that that is a useful way of employing the attachés?—It is as useful as anything can be, for it gives a man a chance of showing what he is made of.

2398. And it enables him to gain an intimate knowledge of the country?—Certainly.

2399. Have you found, generally speaking, that the working of the chancery at missions is good?—I should be glad to refer to a former chief, but I may say that I have never seen any chancery that was not worked in a satisfactory way.

2400. Do you think that the order and rules laid down for conducting the business are well calculated to carry on the work of an embassy or mission?—Yes, quite so, and a great deal more work is done in chanceries than people are aware of.

2401. Are there sometimes complaints on the part of travellers and men of business that their affairs are not sufficiently looked after?—There may have been complaints, but I do not think that they are at all well founded; and besides, what affairs are there to look after?

2402. Passports, claims upon the Government, and such matters?—I have never seen any people kept waiting for those things.

2403. Are special hours set apart for the purpose of receiving travellers and men of business?—It is generally different at different missions. It depends upon the habits of the minister, but there is generally some one in attendance between the hours of 11 and 12.

2404. Only one hour a day?—No; I mean, supposing that they begin at 11 or 12, they are going on till three or four in the afternoon.

2405. Are there no fixed hours at a chancery during which travellers and men of business can obtain such assistance as they may require?—Yes; I believe there are generally fixed hours.

2406. You do not think that complaints which may have been made are well founded as to irregularity in the mode of conducting business at the chanceries?—Certainly not.

2407. Is the secretary of embassy or legation generally in the chancery?—No, I think not; in former days I do not think so, and in fact I think that the secretary of legation is not allowed general work to do; he was not at one time, but of late that has been altered a great deal, because he is obliged now to draw up a certain number of reports every year, so that a certain amount of work is allowed him; but formerly secretaries of legation, and especially many of them who had served many years, could not be expected to go on doing the mere copying work which they had done as attachés.

2408. Ought not the secretary of embassy or legation to be at the head of the chancery?

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chancery?—Yes; but that I have always understood to be more the work of the first paid attaché. If I was secretary of legation again I should certainly make it my duty to be at the head of the chancery, and distribute the work if necessary.

2409. If it be not the duty of the secretary of embassy or of legation to look after the affairs of the mission, what are his duties?—In former times they appear to me to have been to wait, and to keep themselves acquainted with all that was going on, and to be the *locum tenens* for the minister when he went away; that was very much the practice of secretaries of legation.

2410. Sir *Minto Farquhar.*] You came back with despatches from China in January 1860?—No, I came back with despatches from China in September 1859, with the news of the Peiho disaster.

2411. Have you not been employed as secretary of legation since?—No.

2412. Then in point of fact you have been *en disponibilité*?—Yes; ever since January 1860.

2413. Looking out for a re-appointment?—Yes, but there have been no vacancies since.

2414. During all that time have you been kept without any salary?—Yes.

2415. When did your salary cease to be paid to you?—On the 31st of December 1859.

2416. Supposing that some salary was paid, when an officer who belonged to the diplomatic corps was at home, and he were asked to do duty at the Foreign Office, do you think he would have any objection to do so?—None whatever, and I think that would be a very great advantage.

2417. He would then have a certain amount of remuneration during the period that he was waiting to be reappointed?—Yes, but I think that I am bound to state the circumstances under which I ceased to draw my salary; I came home very ill from China, and I was advised not to return, therefore I told Lord John Russell that I begged to be excused; he said that he understood this perfectly, and a short time afterwards the post of secretary of legation in the Brazils became vacant, which was offered to me by Lord John Russell, who said that he should be glad to give me the appointment, if my health would admit of it; I said that my health would not admit of my going to China, and would hardly therefore admit of my going to Rio, and I declined it; he said that he could not keep the post at China open for me any longer, and that he must appoint my successor, and in that way I ceased to draw my salary.

2418. There are now, I believe, two secretaries of legation, yourself and Mr. Stuart, unemployed?—Yes; but Mr. Stuart is in a more unfortunate position than I am, and the case of Mr. Stuart is so far different that the mission left him.

2419. Several questions have been asked with reference to the name of paid attaché; have you, in the numerous places where you have been, observed that the effect of their being so called has been to put them in rather an inferior position, compared with persons of the same rank in fact, but called second or third secretaries in foreign missions?—I should say that it has, and I think it would be an advantage to change it. It is, perhaps, not any very great advantage, but still I think it would be better if the paid attachés had the name and rank of second and third secretaries, as they have in foreign services. There are official ceremonies, and state ceremonies, at which the paid attachés take rank after the second and third secretaries of other missions, a circumstance which may not be very important, but it is a useless distinction.

2420. Mr. *Hankey.*] When you were sent to China, were your expenses paid?—They were.

2421. Was the allowance made to you equal to the amount that you were required to pay?—Yes, my expenses were paid; in fact, I sent in an account of my expenses.

2422. Is that the usual custom?—My mission was the first that was sent out, but I have understood that since then an attempt has been made to refuse them. A gentleman, a friend of mine, had been appointed to a similar mission, and an attempt was made to refuse him his travelling expenses; but, however, he has obtained them since.

2423. Was China the place of your first employment as secretary?—Yes.

2424. Are you aware whether any complaint has been made of the inadequacy of the allowance which is made for the expenses of the removal of a secretary of legation from one post to another?—No.

2425. Sir

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2425. Sir *Minto Farquhar*.] While you were an unpaid attaché did you receive any sort of outfit?—None whatever.

2426. Did you receive any as paid attaché?—No.

2427. Neither as paid nor unpaid attaché did you receive an outfit?—No.

2428. Mr. *Grant Duff*.] I think you stated that you were educated chiefly abroad?—Yes.

2429. What, in your opinion, is the best education for an attaché?—I think he should be educated at home to begin with.

2430. Entirely at home?—Entirely at home as far as a public school goes; and I think one might dispense with a university education.

2431. Would you not rather dispense with the school education in this country?—No; I would sooner dispense with the university education, because I think a young man forms English views and habits much sooner in life than at the period when he might go to a university, and more in a public school.

2432. Do you not think that they would be equally formed at a university?—No; because I think that English habits go with English tastes, and those one does not acquire later in life.

2433. Do you think that those feelings are best formed in schools?—I should say that they were; I judge by myself; I know that to a certain extent I am a foreigner, and will remain a foreigner all my life from having been brought up so much abroad when I was a boy.

2434. Were you never at an English school?—Never.

2435. Have you formed any opinion with regard to competitive examinations?—I came into the service before they were introduced, and I was never examined.

2436. Do you not think, supposing that you had some guarantee that you only took young men into the service with the necessary amount of income and the requisite position in society, that it would be better for them to obtain their appointments by a competitive examination?—I think not; I think that if a man has had a university education, the education of a gentleman, he is just as likely to get on in diplomacy as a man who has passed a very brilliant competitive examination.

2437. Do you not think that of two men, one of whom was an able man, and the other a man of only moderate ability, both having had the same education, that the man who succeeded in the competitive examination would more likely get on in diplomacy?—Yes, if the able man were the man who succeeded in the competitive examination.

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Jovis, 30° die Maii, 1861.

MEMBERS PRESENT:

Mr. Grant Duff.	Mr. Hope.
Sir Minto Farquhar.	Mr. Layard.
Mr. FitzGerald.	Mr. Monckton Milnes.
Lord Claud Hamilton.	The Judge Advocate.
Mr. Hankey.	

MR. MONCKTON MILNES, IN THE CHAIR.

The Right Honourable the Earl *Cowley*, G.C.B.; Examined.

Right Hon. Earl *Cowley*, G.C.B.

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2438. *Chairman.*] I BELIEVE your Lordship is at present Her Majesty's Ambassador at Paris?—Yes.

2439. Will you have the goodness to state to the Committee when you entered the diplomatic service?—I entered the diplomatic service officially in 1824; but I had been, about a year before, employed at the embassy at Vienna under my father.

2440. For what time did you remain unpaid attaché?—I remained unpaid between five and six years; I was appointed paid attaché in 1830.

2441. Will you state shortly at what courts you have been employed?—I was an unpaid attaché at Vienna, paid attaché at the Hague, secretary of legation at Stuttgard, and secretary of embassy in Turkey, where I was also, as was then the custom on the departure of the Ambassador, minister for nearly two years. I then went on a special mission to Frankfort, where I was afterwards accredited, and from thence to the embassy at Paris.

2442. Your Lordship has therefore had very large experience of the service?—I have had 38 years' experience.

2443. Did your Lordship receive a circular despatch from the Foreign Office, dated October 25th, 1860, requesting your Lordship to give answers upon certain points connected with the diplomatic service?—Yes.

2444. Your Lordship did so in two letters?—In three letters; one was a covering letter, giving the details of the French service, and the other two contained my observations on our service.

2445. I find that your Lordship expresses an opinion with regard to the unpaid attachés; that you think the system which now prevails, of obtaining unpaid labour for an unlimited length of time should be put an end to: will you state the grounds upon which that opinion rests?—The principal ground I have is this: I think it is a bad principle to obtain work without any remuneration; I think, then, and more particularly with reference to the way in which the service is established now, when young men are obliged to educate themselves specially for it, that they ought at once, on entering the service, to receive a certain remuneration; but if that cannot be done, then there should be a certainty that at the end of a given time they will obtain a moderate salary.

2446. Can you state any practical inconveniences that you have seen result from the present system of unpaid service?—I have at times seen discontent among young men who have been obliged to wait for a long time without getting promotion. I think also that very often the chief himself does not exercise, or does not like to exercise over unpaid attachés the authority that he would exercise over attachés who were paid.

2447. Would it be practicable, within general economical rules, to give to unpaid attachés such a salary as would obviate those difficulties?—It appears to me that the additional expense would not be very great if the House of Commons would make provision for it.

2448. What scale of salary would your Lordship think it fair to allow under the circumstances?—At all events, I would put them on the same footing as the junior clerks in the Foreign Office. A sufficient salary to enable them to lodge themselves.

2449. Has

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2449. Has it been the habit, in any of the missions in which you have taken a part, for the diplomatic body to be lodged at the public expense?—There are at Paris two paid attachés, lodged in the embassy chancery buildings at the public expense. My private secretary is also lodged, but within the house. At Constantinople all the attachés are lodged.

2450. Do you think it practicable to apply that generally?—Yes, I think it might be done.

2451. Is there any alteration that your Lordship is aware of in the general social position or character of the service performed by an attaché from what it was when you first entered the service?—No, I do not see any.

2452. Was not an attaché formerly considered as a person going into the service more for its social advantages than with the serious intention of following it as a profession?—I can hardly say that from my own experience. My father was in diplomacy, and I have heard him, in talking of his younger days, say that such was the case then. I entered the service at the time when Mr. Canning was Minister of Foreign Affairs, and he, I believe, was the first Secretary who appointed all the attachés himself. I think, before his time, it was very much left to the ambassador, or chief of a mission, to select his own attachés.

2453. Have you ever known a case in which a minister tried to exercise or did exercise a *veto* upon the appointment of any attaché?—No.

2454. Have you ever known a case in which the consent of a minister has been asked before an attaché was appointed?—Yes; for instance, since I have been at Paris, more than once I have been asked whether such and such a person would be agreeable to me, and this has been the case more particularly with reference to paid attachés.

2455. Then some consideration is paid to the wishes of a minister?—It depends very much upon the person who may be Secretary of State.

2456. Will you state, with regard to the secretaries and paid attachés, whether you think it would be advisable to follow the French system, and call the latter second and third secretaries?—Yes.

2457. Will your Lordship state your reasons for thinking so?—First, I have found that other Governments are in the habit of giving the title and rank of secretary to persons fulfilling precisely the same duties as those fulfilled by our attachés, whereby the latter are placed in society in an inferior position: secondly, as a diplomatist's service, in respect to his pension, only dates from his receiving the Queen's Commission, which is not given below the rank of Secretary, the earlier he receives that Commission the better are his retiring prospects.

2458. Is it the result of your Lordship's experience that a minister is at all consulted by the Secretary of State with regard to the promotion of any persons who have been in his services?—As far as my recollection goes, never. I have myself more than once, when I thought one of my attachés had been passed over, recommended him as a fit person for promotion, but I have never been consulted.

2459. It is not the habit in any way to refer to the head of a mission to ascertain whether the conduct or abilities of any person employed under him are satisfactory or not?—So far as I am aware, it is not; personally, I have never been consulted.

2460. Do you think it would be advisable that such an opinion should be asked for?—Yes.

2461. In your letter of the 18th December 1860, you say, "For instance, were a chief obliged by his instructions to furnish a half-yearly report to the Foreign Office as to his satisfaction with his subordinates, it is obvious that a hint from him, when necessary, respecting any irregularity or carelessness he may remark, would carry greater weight with it than when, as now, the only remedy he has is in a spontaneous complaint to the Secretary of State, for the penalty would be certain were the warning to be neglected"?—Yes, I would prefer that to being asked at the moment a young man was about to be promoted, whether in my opinion, he was deserving of promotion. I would rather send in a half-yearly report of the general conduct of an attaché than that it should rest to a certain extent with me, whether he should be promoted or not.

2462. Would you wish this report to be confidential?—No; I can see no reason why it should be.

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2463. Might not such a system incur the suspicion of its having a tendency to favouritism?—As far as I could, I have guarded against that by adding to the observations which you have quoted "nor would there be any danger of an abuse of this half-yearly report, since any party considering himself wronged by it, would have an appeal to the Secretary of State."

2464. I see that your Lordship is very express upon the advisability of not leaving the younger members of the service too long in the same place?—Yes.

2465. What disadvantages have you found to result from that?—In the first place, I think, that it is very advisable that young men should have an opportunity of seeing different courts, and particularly the larger courts where the business is more important, and where they have greater opportunities of instructing themselves in the duties of their profession. Again, where a young man remains long in the same place he is apt, particularly if the capital where he resides is a small one, to get heedless, and to fall too much into the habits of the place.

2466. Is your Lordship of opinion that a familiar use of the French language is very important to them?—It is of the greatest importance.

2467. Have you found, in your experience, disadvantages to result from the want of that accomplishment in the young men of this country?—Yes, formerly. But latterly young men are so much better educated, with regard to foreign languages, that few come abroad deficient in a knowledge of French. All my attachés now in Paris speak and write the French language perfectly.

2468. Have you found in the last few years that the young men who have come to you, even as unpaid attachés, have been masters of the French language?—Yes, and I have been very much struck by it.

2469. Was it not so before the examinations were introduced?—No; I have known young men come abroad without knowing anything of French at all; it was so when I first entered the diplomatic service.

2470. Upon that point, you consider the results of the examinations have been very satisfactory?—There cannot be a doubt of it.

2471. As to other matters have you found that the system of examination has tended to raise the general standard of the young men?—No; I should not say that.

2472. You would apply the remark only to an improvement in languages?—Yes, I do not see in any other way that the service has gained.

2473. Mr. *FitzGerald.*] Do you not find even among those who are not called upon to submit themselves to an examination by the Civil Service Commissioners, that a knowledge of the French language is very common, and which a few years ago you would not have expected to find?—Yes.

2474. Therefore, it is perhaps to be attributed as much to a change of feeling, and an improvement in the education of young men as to the fact, of the establishment of a system of examination by the Civil Service Commissioners?—I can hardly speak to that.

2475. But you do find that there is an increased knowledge of the French language even among those who are not called upon to submit to an examination, which shows, does it not, that it is the result of a change of feeling on the part of the public, as to the necessity of acquiring a knowledge of French?—I presume so.

2476. Mr. *Layard.*] Have you found that the same improvement has taken place in English composition?—No; I think that under the old system, they were quite as competent in that respect as they are now; I do not observe that the system of examination has done any good in that way.

2477. *Chairman.*] Your Lordship has expressed an opinion in one of your letters in favour of a complete amalgamation of the Foreign Office with the diplomatic service; will you be good enough to state to the Committee, first of all, what advantages you think would result from that amalgamation; and secondly, by what means you think it might be effected?—With regard to the advantages to a young man who now enters the diplomatic service and goes abroad, and probably remains abroad more or less, during the best years of his life, I think that if he came to England, or was obliged to come to England from time to time, it would give him an insight into English society, English views, and English habits, of which he is deprived by living so much abroad. Again, it is only in the larger missions that a young man can gain any knowledge of questions of importance; but were he to be employed from time to time in the Foreign

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Foreign Office he would have greater opportunity of acquiring this necessary knowledge, and at the same time he would learn the way in which the business of a large office is conducted.

2478. In what manner do you think an amalgamation might be effected?—I think it might begin with the junior members, both of the service at home, and of the service abroad.

2479. Would you extend it to the senior branches of the profession?—If I found that the system worked well, certainly; but I know that there is a great objection to it in the Foreign Office; and never having myself been employed there, I cannot so well judge what the results might be; but I am of opinion that if it could be made to work, great benefit must result from complete amalgamation. It must be an advantage to those who are employed in the Foreign Office to go abroad from time to time, and to see someting of foreign countries and customs.

2480. Do you think that you are only able to express an opinion upon that subject, from the diplomatic side of the question?—Yes.

2481. You hardly consider yourself competent to say whether such a system would work injuriously to the efficiency of the Foreign Office?—No.

2482. Can you state to the Committee how far such an amalgamation is carried out in the French service?—There is no precise rule about it; it depends entirely upon the minister. Young men are brought home, and they work in the Foreign Office for some time, and are then sent abroad again; but there is no general rule.

2483. Mr. *FitzGerald.*] Is that the case among quite the juniors, or those who are somewhat advanced in the service?—It applies both to the one and to the other.

2484. *Chairman.*] Do you happen to know whether that exchange of the services is obligatory?—Certainly it is.

2485. And you know the instances of it to be frequent?—Frequent, perhaps, is too much to say; but it is done when convenient; for instance, when Count Walewski came home to take the post of Minister for Foreign Affairs he brought with him almost all the attachés that he had here, and put them into the Foreign Office as his own working cabinet.

2486. I see that the number of attachés in the French service has been, by a recent regulation, limited?—Yes.

2487. Is that, in your opinion, advisable?—Yes, I think there should be at every embassy, and at every mission, a certain number of officers appointed, and that the general staff of the service should not be increased beyond that number.

2488. Is it the result of your experience, that the present ordinary staff of embassies, or missions, is sufficient, on the one hand, for the work they have to perform, and on the other that it is not too large?—As far as my experience has gone, I should say that it is neither too large nor too small; but then I speak with reference to the embassies of Paris, and Constantinople, and the Hague, and to the missions at Frankfort and Stuttgard. I cannot answer with respect to any others.

2489. Do you think it is necessary at the small missions to retain the number that is now employed there?—I suppose generally in the small missions that there is a secretary of legation and one attaché; I do not think that that is too much, for, if the minister or the secretary of legation wants to go away for a time he must be replaced by some one. Such appointment might be temporary, no doubt. In those small missions there is never work for above one person.

2490. Then if there is a minister, a secretary, and an attaché there are three persons to do the work of one?—I mean the minister and one other.

2491. Mr. *Layard.*] There is generally an unpaid attaché, in addition, is there not?—I believe that there are very few paid attachés in the small missions.

2492. *Chairman.*] In the present condition of the Paris embassy, is the number of persons employed there quite competent to do the work?—Certainly.

2493. Is there not occasionally very great pressure put upon the gentlemen there by the work of the office?—There may be for an hour or so, but seldom beyond that; there is nothing, in my opinion, that the half-dozen young men, who are generally there, cannot get through perfectly well.

2494. What are the regular office hours at Paris?—There are no regular

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office hours; there is a certain amount of current business to be done, which the young gentlemen take among themselves to do in the way and at the hours most convenient to them. I seldom occupy them until late in the afternoon.

2495. Are you compelled to do any work on the Sundays?—Very often.

2496. On what account?—It happens constantly that a messenger will arrive on the Sunday morning, and I am obliged to send him on again in the evening, and that makes me work on a Sunday, much more than I like, or than I wish should be the case; but I cannot help it.

2497. Do you regard Sunday as a regular working day in the office?—Certainly not, unless there is a necessity for it.

2498. Has that necessity become so much a custom that the work on a Sunday is anything like so great as it is on any other day of the week?—I think not; the gentlemen divide the general work of the chancery as is most convenient to themselves. I never interfere with that; the attachés are not obliged, for instance, to come at 10 o'clock in the morning to do the work if it is more convenient for them to come at 12; it rests with them to do it as they please: and if they choose to work on the Sunday, it is entirely for their convenience, and not for mine, unless a messenger happens to be going on the Sunday, and I am obliged to employ him.

2499. Is the work distributed among the attachés by the head of the office?—Yes, I believe so; either by the secretary of embassy, or by the first paid attaché.

2500. Your Lordship has stated in your letter of the 18th of December, that you think some considerable hardships at present arise out of the arrangements with regard to the leave of absence granted to diplomatic persons; will you be good enough to state what you consider those hardships to be?—I think that an ambassador or minister should have, either every year or every two years, a certain leave of absence accorded to him, without being deprived of any part of his salary during that time; for when he goes away only for a short period, he is subject to nearly the same expenses as if he was resident at his post. He cannot conveniently get rid of his servants, nor of his horses, nor of his carriages. He is at the same time subjected to the expenses of his journey home and back, and to other expenses. The consequence is, that a great many ministers who would come home under other circumstances, remain at their posts for a longer time than I think is advantageous to them or to the public service.

2501. Would you propose, then, that a minister should retain the whole of his salary when only absent in the way you have suggested?—Yes, I think he ought to be allowed, every year or every two years, a limited leave of absence, without loss of salary; after which, unless under very peculiar circumstances, of which the Secretary of State would be the judge, I should make no objection to the retention of the whole of his salary until he returned to his post.

2502. What would be the extent of leave which your Lordship thinks should be granted?—I think a month or six weeks, without including the time occupied in the journies home and back.

2503. Mr. *Hope.*] Do you think that should be granted every year?—I would leave that very much to the Secretary of State; but I think that a month every year would not be too much; and even if it were a month or six weeks, every two years, it would be a great boon to the service.

2504. *Chairman.*] Do you know whether that custom prevails in foreign diplomatic services?—In France, chiefs of missions are allowed 15 days leave of absence every year, without any deduction being made from their salaries, and then afterwards they are subjected to certain rules and regulations as in our own service; but, in fact, it is left entirely to the minister, who can, if he chooses, allow them to come home without depriving them of any part of their salaries, and that often happens in the French service.

2505. Do you think that there would be any claim on the part of the chargé-d'affaires for any portion of the salary?—I am rather diffident about giving an opinion upon that, for I do not know how far it might accord with the general ideas of secretaries; but it seems to me that if they were certain when they reached the rank of minister, they would have a month or six weeks leave without being deprived of any part of their salary, they would be very glad to exchange the chance of the few hundred pounds which they may get now, for the certainty of having the other great advantage at a later period.

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2506. You think that one advantage would compensate for the other disadvantage?—Yes; and more than compensate, for, under present circumstances, a great many ministers who would go home, do not do it, because they cannot afford it, and therefore the secretary profits nothing in a pecuniary point of view, while he loses at the same time the opportunities of bringing himself into notice, which the absence of his chief would afford him.

2507. The result in general is an enforced absence from this country?—No doubt of it; I speak not only from my own experience, but also from what I have heard.

2508. You believe that many ministers would return to England, and derive advantage from it, if they had the means of doing it?—There cannot, I think, be a doubt of it.

2509. You do not think that the privilege would be likely to be abused?—It could not be abused if it is limited; and if it is in the power of the Secretary of State to send the minister back, or to deprive him of his salary if he does not go back.

2510. Referring to the various diplomatic offices which your Lordship has filled, have you anything to state with regard to the sufficiency of the salaries to cover the necessary expenses?—It is a question upon which I would much rather not touch; I think it is a question for the House of Commons, and the country to decide what they choose to give to their ministers and ambassadors.

2511. Mr. *Hope.*] Would your Lordship object to state, as a matter of fact, and not as a matter of complaint, whether or not you have found that the salaries given to you have been sufficient to cover your expenses?—I have no objection to answer the question, if you wish to know. I do not suppose that since I have been at Paris I have spent, in any one year, less than 13,000*l.*; and when I say that for the first four years I was there I received but 8,000*l.*, and now receive but 10,000*l.*, with deductions, it is for the Committee to judge whether those salaries were sufficient.

2512. *Chairman.*] Will you be good enough to state whether, in the present condition and relation of the services, you think it is absolutely necessary that the very highest offices should be almost entirely confined to men possessing considerable private fortune?—I am persuaded that all spend more than their salaries.

2513. Mr. *Layard.*] You could not hold the position at Paris which you now hold upon the salary which you receive?—No; it would be quite impossible.

2514. Lord *Claud Hamilton.*] Or to maintain the position there which is supposed to be requisite?—Impossible.

2515. Mr. *Layard.*] Was the salary paid to you as minister at Constantinople, sufficient to cover the expenses of the mission there?—At the time I was there, I think it was; but I believe that everything has greatly increased in price since that time.

2516. Was it sufficient also at Frankfort?—That was a special mission, for which the expenses were paid. It was under peculiar circumstances that I went there in the year 1848, when there was an attempt to create a German empire; and when I think that the expenses were greater than at ordinary times; my expenses were about 4,000*l.* a year, and the salary would have been 3,200*l.*, if I recollect rightly.

2517. *Chairman.*] It has been stated that, according to the present scale of remuneration allowed to a person employed in the diplomatic service, he is really worse off, the higher he rises?—I think so; because a youth can always make his way upon 300*l.* or 400*l.* a year; but I think it is very difficult for a minister, in any place, to live upon the lowest salary which is given now, about 2,000*l.*; from which the income tax is deducted and the agency which he has to pay in the Foreign Office.

2518. Mr. *Layard.*] What are the total deductions, including the income tax, the Foreign Office agency, and other extra expenses; how much per cent.?—That depends upon the amount of the income tax.

2519. Take it as it stands at the present moment?—I should mention that I am obliged to count as a necessary expense in Paris, a private secretary, in addition to the deductions for income tax and the Foreign Office agency.

2520. Upon the whole, does it amount to a deduction of 10 per cent. from your salary?—Not so much as that.

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2521. *Chairman.*] Does your Lordship see any reason why the salary, for instance, at Paris should not be paid in the same way as the salaries of other public servants in this country?—I have never understood why they should not be; but I have been told within the last few days, that in consequence of the diplomatic salaries being paid from the Consolidated Fund, it is necessary to have a Treasury warrant, which it requires some days to procure; but then I think there is no reason why they should not be paid within five or six days after the quarter is due.

2522. But it is not paid, is it, within that time?—No; I should say that it is generally paid from a month to six weeks afterwards.

2523. What is the present arrangement as to the payment of extraordinaries?—Since the month of February last, we have been allowed to draw money in advance every month; for Paris, it is 300 *l.* the first month, 300 *l.* the second month, and 400 *l.* the third month of each quarter.

2524. Have you suffered inconvenience at different times from having had to advance considerable sums of money?—No, I cannot say that I have.

2525. What are the usual extraordinaries that are allowed at Paris?—The expenses of postage, of telegrams and extra messengers. There are a certain number of servants and messengers allowed, and 250 *l.* a quarter for lighting and heating the buildings; then there is the chaplain's salary and the librarian's salary; those are included in the extraordinaries at Paris.

2526. Does the lighting and heating include the whole house, and the portion of the chancery where the paid attachés live?—Yes; but it does not cover the expense.

2527. You say that there is a fixed sum allowed?—Yes, 250 *l.* a quarter.

2528. Then you do not charge the expenses actually incurred?—No; there is a fixed allowance made for them.

2529. Why does not that allowance cover the expenses?—I cannot tell you why, except that lighting and heating is excessively dear. The expense was so great that the Foreign Office agreed some years ago to allow 1,000 *l.* a year towards it.

2530. But that allowance does not cover the expense?—No.

2531. Mr. *Layard.*] Have you not, until very recently, had to advance the salaries of the chaplain and librarian out of your own funds?—Yes; but that has been done away with since permission has been given to draw money in advance.

2532. *Chairman.*] What position does the librarian occupy at Paris?—He has to keep the archives in order; to register all the despatches that come and go; to be ready with any papers which the ambassador may want; to make memorandums upon any subject of which a précis is wanted, and to perform general business of that kind. Until recently, he was also charged with the passport department, but since the abolition of passports in France that duty has ceased. The present librarian acts also as my private secretary.

2533. Does he perform very much the same duties as those which are performed by the chancellor of a foreign legation?—Hardly so, because the chancellor of a foreign legation has many notarial duties to perform; and the librarian has nothing of that kind to do.

2534. Do you think there would be an advantage in having at all considerable missions, some permanent officer to perform those duties; notarial duties, and other matters, of no diplomatic importance?—Yes, in places where there is a great influx of British subjects.

2535. Some complaints have been made that there is a want of some permanent officer who could take care of the archives of a mission when there is nobody present, and who would be of great use to a Minister newly arrived, and would place him *au courant* with the practical affairs of the place?—Yes; and that was the reason why I proposed the nomination of a librarian at Paris. I found that from the constant change of attachés, and particularly of the upper attachés by promotion, when a question presented itself suddenly there was often nobody there competent to give me any information upon the subject. This was so inconvenient that I proposed the establishment of a librarian, who, for a fixed salary, should engage to remain in Paris, without looking to promotion, and would be therefore always at hand to give any information that was necessary, and to perform the other duties I have already described.

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2536. Do you think it would be advisable to combine that office with consular duties?—Although such was my own proposition originally, I very much doubt, from the experience which I have had since of the working of the librarian's department, whether it will be possible to carry it into effect.

2537. Do you think it would be very advisable that there should be some such permanent officer at every important mission?—I do not think it would be necessary at every mission.

2538. But at every large mission?—Yes, for instance, at St. Petersburg, and Vienna, and at Berlin, I think it would be a very great advantage to have an officer of the kind.

2539. Has your Lordship been in the habit of having a private secretary?—Yes. At Paris one who is paid by myself; but when I was at Frankfort, and when I was in charge at Constantinople, one of the attachés always acted as my private secretary; but the business is so much heavier at Paris that I could not require any of the attachés to undertake to attend to it.

2540. Would you object to a system by which one attaché was taken from his regular duties to act as private secretary, just as a Foreign Office clerk is selected to become the private secretary of the Minister of State, and to be paid by the Government?—The private secretary to the Secretary of State is not necessarily a clerk of the Foreign Office, but I should not object to the system you suggest if the salary is paid by Government, and not, as now, by the ambassador.

2541. Might not the choice be left to the head of the mission, and the payment, nevertheless, in some degree come from himself?—Do you mean that it should be left to him to select from the general service, or from among the attcahés under him?

2542. From the attachés under him?—No; I think that it would be a hard thing upon an ambassador or minister to force him to make a selection from the three or four persons under him, if he had to pay the individual so selected.

2543. Do you think that any disadvantage might result from a private secretary being employed who was not connected in any way with the service?—No, I do not think so; but it has always been the custom, under those circumstances, to request the Secretary of State to give him the title of attaché, and it is sometimes done.

2544. Mr. *Layard*.] You are of opinion that the attachés should be changed frequently, and moved from place to place?—Yes.

2545. Do you think that when attachés are sent upon the public service, their travelling expenses should be paid?—Yes, and I have stated as much in my reports. I think that when they are first sent upon the public service, the expenses of their journeys ought to be paid; and that when they are changed, and moved from one place to another on the public service, the expenses of those journeys ought to be paid.

2546. A witness has stated in answer to the question, "Did you have your Sundays (at Paris) free?—No, we had no Sunday; that was generally the day of our hardest work." And to the question, "Could that have been avoided, do you think?—It might have been avoided to a very great extent, I think; having a great deal of busi ness to do on the Sunday, it became a regular business day; but a great deal of the business was such as might have been done on the Monday, Tuesday and Wednesday, or on any other day;" does your Lordship concur in these statements?—Certainly not, and I am astonished to hear it. As I stated before, I do not interfere with the common current business of the embassy; but I leave it to the gentlemen to do it in the way that is most convenient and agreeable to themselves. If, then, it is intended to imply that I am the cause of work being done on Sundays that might be deferred to week days, I deny it most positively. There certainly have been times, for instance, during the Crimean War, when there was no holiday on a Sunday.

2547. Do you think it advisable that attachés should as much as possible go into the society in the place to which they reside?—Yes.

2548. The same witness stated, "I certainly think that the amount of work that we had to do in the Chancery (at Paris) interfered very much with our going into society, particularly the uncertainty of the hours; we used to be obliged to leave our addresses at night, and were very often sent for; we used to be kept in the Chancery till after seven o'clock, which is the hour of dining, or half-past six

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six at Paris, so that we were not in a very advantageous position with regard to entering into society." Is such the case at Paris?—The rule is this, and it is simply with regard to the possibility of the arrival of telegraphic despatches in cipher, which may be of great importance, and must therefore be deciphered immediately. One gentleman is obliged every night to leave his name with the porter, and to say where he is to be found. I see that the witness states, "We used to be obliged to leave our addresses at night, and were very often sent for;" that is not exactly the case. One only was obliged to leave his address. Then he says, "We used to be kept in the Chancery till after seven o'clock;" that is true, for half-past seven is the hour at which the mail train leaves Paris; and therefore it may very likely have happened that he would be writing up to the last moment before the messenger's departure; but how that was to interfere with going into society, I cannot understand. It never interfered with my dining out.

2549. The same witness stated that the attachés were worked harder at Paris than in the Foreign Office; do you concur in that statement?—No; as far as I know anything about the Foreign Office, I should say, certainly not; but the business of the embassy is not so regular, as that of the Foreign Office, and therefore not so convenient.

2550. Do you think that the work at the Paris Embassy is not greater than should be fairly imposed upon the gentlemen composing that Embassy?—Certainly not, except upon extraordinary occasions. I do not suppose that in ordinary times the general average of work is much beyond three hours a day.

2551. With regard to introductions to society at Paris, do you introduce your attachés to the society there generally?—No, I cannot say that; I believe the general rule is that the ambassador's card is sent round to the Ministers and great officers of State, and to the foreign ambassadors and ministers, with the card of the attaché who has arrived, but nothing more is done,

2552. Paris is different in this respect, is it not, from other capitals?—Yes; the society in Paris is very large; I do not see how an ambassador could attempt to introduce young men into it. In smaller places it is quite different, and you could introduce them to those persons who receive and entertain.

2553. Have you, upon the whole, found any objection on the part of young Englishmen to go into society in Paris?—No, I cannot say that I have; but I think that they live much more with the English who are resident in Paris; that is, most of them do so; I do not say that all do.

2554. With respect to members of the embassy dining or living much with the ambassador, is not Paris also on a different footing from other capitals?—I believe that latterly there has been a very great change in most missions and embassies, and that attachés do not dine with their chiefs so much as they used to do. When I first entered the service, the attachés were, as a rule, received at the table of the minister or ambassador, with the exception of Paris, where such reception was limited to two days in the week, which were then "the courier days." The attachés dined on those days with the ambassador. This custom was probably done away with as business increased. As far as I am concerned, I followed exactly what I found to be the practice when I arrived at Paris. The attachés did not dine at the ambassador's table; in fact, it would be impossible, if you look to the staff that is employed at Paris. The ambassador would have to provide dinner every day for 12 or 14 persons.

2555. Was there not a practice of giving luncheons on fixed days at the embassy at one time?—Yes. It was established, I believe, by my predecessor, in the place of dinners on messenger days; but with regard to that, the gentlemen themselves begged that the practice might be discontinued.

2556. I believe that both at Frankfort and Constantinople all the members of your mission dined with you every day?—Yes, always; but at Paris I followed the practice which had been pursued there before me.

2557. How many persons are there attached to the embassy at Paris?—There is a secretary, three paid attachés, six unpaid attachés, and a military and naval officer, making together 12 persons.

2558. Besides the chaplain?—Yes.

2559. I believe it was lately the rule in French missions, that the head of the mission had either to provide for those attached to his mission, or had to make them a pecuniary allowance instead; has any alteration taken place in respect, to your knowledge?—Yes, very lately. Such great inconvenience resulted

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resulted from it, and there have been so many complaints, that it has been decided to give compensation to the secretaries in lieu of the dinners that they had, and of the lodgings that were provided for them in the house of their chief.

2560. When you speak of the secretaries, you mean, I presume, the first, second, and third secretaries?—Yes. The attachés had no claim to this hospitality.

2561. As regards travellers, I presume that Paris is very differently situated from other cities in Europe?—Yes. A great number of strangers visit Paris, or reside there.

2562. Do you consider it the duty of an ambassador to see more of the society of the country to which he is accredited than that of his own countrymen passing through as travellers; I mean as to receiving them in his own house?—Certainly.

2563. When we hear of the hospitality that should be exercised by the head of a mission, that means, does it not, hospitality towards persons belonging to the country to which he is accredited?—Yes, I should say so; but, no doubt, the English who come to Paris are often very much annoyed and angry at proper attention not being paid to them, as they think; but one must put up with that; that cannot be helped.

2564. What is your opinion of the present position of Queen's messengers as regards, for instance, their salaries and their employment?—The mode of paying the Queen's messengers now is different from what existed formerly. An alteration was made some two years ago, with a view of diminishing the expense of the messenger service. This object has been obtained, though in a manner which I think is open to objection.

2565. Do you think that they are not sufficiently paid?—I do not say that. On the contrary, I consider 500*l.* per annum, the salary now given, a fair allowance, but I venture to object to the manner in which that allowance is secured. Under the old system, a messenger's emoluments depended in a great measure on his services abroad. The more he was abroad the more he received, and therefore he was always anxious for foreign service. Under the new regulations he receives a fixed annual salary; and consequently, as he derives no benefit from being abroad, he had much rather remain at home. No doubt the old scale of remuneration required modification, it having been calculated with reference to a state of things which no longer exists. Still I am of opinion that it would have been more advisable to have so framed the new regulations, as to have left a messenger's emoluments in some measure dependent on his professional exertions.

2566. Are there appointed hours at the Paris Embassy for the transaction of business with travellers?—No; but as there are two paid attachés residing in the embassy, one or other of them is always to be found in case of any pressing business.

2567. Do you think that there is any reasonable ground for complaint on the part of travellers, and those who may have business at Paris, that they are not properly attended to?—Certainly not; nor, as far as my experience goes, have complaints been often made.

2568. The House of Commons, I believe, voted a sum of money some time ago for the repair of the house at Paris; have those repairs been carried out?—No; the money has run too short.

2569. I believe the reception rooms are still in an incomplete state?—That is so as to the greater part of them.

2570. So much so that you could not at present receive on a large scale?—At the present time it is quite out of the question.

2571. *Chairman.*] Will you be good enough to state why the expenses necessary for the house have been so large?—It is like all old houses; when you touch it you find that there is so much more to be done than the architect, on merely looking over the house, thought would be necessary; the house was completely out of repair.

2572. Are the expenses considerably above the estimate?—The estimate was 19,200*l.*; and I suppose that the house cannot be furnished under 4,000*l.* or 5,000*l.* more.

2573. Mr. *Layard.*] So that, in fact, at the present time, you are precluded from entertaining as you could wish?—Yes, quite so; the lower apartment is useless.

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2574. Do you think it is advisable to keep up the post of the Oriental Secretary at Constantinople?—Much, I think, must depend upon circumstances; when you can find a man who is capable of being Oriental Secretary, I should say it is advisable; if you could find such a man as Mr. Allison was, no doubt then the advantages are great; but I can see no advantage in appointing a man to be Oriental Secretary, unless he is a master of the Oriental languages.

2575. Therefore you would consider it an exceptional place, to be given only a man eminently qualified for it?—Yes.

2576. You have had great experience in Germany; have you formed any opinion as to the advisability of retaining our ministers at the small German courts?—Yes; and I have no doubt as to the usefulness and advisability of retaining them. In the first place, any man, who has his eyes and his ears open, can always furnish interesting information from those courts; then again, I have a very strong feeling that England ought to be represented abroad like other great powers, and that she ought not to be in an inferior position in foreign courts; again, valuable acquaintance may be made in those small courts. At Stuttgard, for instance, where I resided for many years, I made the acquaintance of Count Buo, Prince Gortschalorf, Baron Brunow; of Baron Mayendorff and others, who have distinguished themselves since. This is a minor reason; but, taking it into account with others, I think it shows the usefulness of the small missions. Then what would you save by their abolition? If you did away with the missions, you must annex those courts to others, and you must either increase the salary of the minister at the other courts, or pay the expenses of his journey whenever he goes from one to the other; and I do not see that you would gain much.

2577. Mr. *Hankey*.] What is the position of the chaplain at Paris, and what are his duties?—His duties are to perform Divine service at the embassy; to celebrate marriages between British subjects; and he may make himself very useful among the poorer classes who reside in Paris, if he takes pains to do so.

2578. Is he paid by the Government?—Yes.

2579. What salary does he receive?—I think it is 300 *l.* a year.

2580. Has he any public duty to perform out of the embassy?—No.

2581. Formerly, I believe, the chapel in the embassy was considered, to a certain extent, public?—Yes, it was; Bishop Lascombe, who had the chaplaincy at the embassy, asked permission of the Government to build the chapel that now exists in the Rue D'Aguesseau, and to make it public, receiving money for the sittings, to pay the expenses of the building, and to keep it up.

2582. At present the room that is used for the chapel, at the embassy, is considered strictly private, is it not, and confined to the ambassador's family?—It is so, and it has been a great question with me, whether, or not, I should throw open one of the large rooms so as to admit the poorer classes; if I could be certain of obtaining them I would do it immediately. The reason why I have not given to the service a larger scope is, that I have been unwilling to interfere with the emoluments received by other chapels opened in Paris, of course at great expense to the proprietors, by admitting people to the embassy service who could pay for their seats elsewhere; if I could confine the embassy service strictly to the poorer classes I should at once open some large room to give them the benefit of it.

2583. Is not the salary paid by the Government intended for the purpose of affording additional church accommodation to the British residents at Paris?—No, it is not.

2584. Is that the case at any other Court in Europe, where there is an English chapel?—I am not aware that at any other Courts in Europe there are other chapels, besides those of the ambassadors; I know of none.

2585. Is the accommodation afforded by the Church of England at Paris sufficient for the residents there?—I believe it is more than sufficient; there are three large chapels opened besides several rooms.

2586. In the chapel in the Rue D'Aguesseau; I believe all the seats are let?—I believe so.

2587. So that the poorer English in Paris have no accommodation afforded to them by the British Government?—No, and I have very often consulted with the chaplain upon the possibility of opening a room, so that the poorer classes might be admitted, and his opinion is that they would not come; and

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and it would probably be found very difficult, to exclude some and to admit others, and I think it would be found that the richer classes would come who could afford to pay for their seats, and not the poorer classes.

2588. A very large expenditure, I believe, has taken place at the embassy house in Paris since your Lordship has been there?—Yes.

2589. Are the repairs or alterations which have been made from time to time now completed?—No.

2590. Are you able to state what amount has been laid out upon the house?—No; but I am not at all surprised at the objections which have been made by the House of Commons as to the expenses of the house; the house is an old one, and was very much out of repair, but instead of putting it into complete repair once for all, as has at last been done, partial repairs have been from time to time resorted to, which cost money without obviating the necessity of eventual complete restoration.

2591. Has that mismanagement been owing entirely to the Foreign Office in London?—No; it has been owing rather to the Board of Works.

2592. But the Board of Works have no power to attend to any directions except those proceeding from the Foreign Office?—Or rather proceeding from the Treasury.

2593. But still all the directions are given, are they not, by the Foreign Office in London?—No; the orders are given by the Board of Works; they send one of their own officers over to Paris to look into the matter, and to make his report as to the state of the house, and what is necessary to be done.

2594. Do you suppose that the Treasury would authorise or direct any expenditure unless it were allowed by the Foreign Office?—I think it is between the Board of Works and the Treasury; and that the matter does not depend on the Foreign Office. Generally speaking, if I have a letter to send to the Board of Works, I send it under a flying seal to the Foreign Office.

2595. Do you think that the Foreign Office has no cognizance whatever of the expenditure which goes on in Paris?—I suppose they must have; but it is settled between the Board of Works and the Treasury.

2596. But a recommendation as to certain repairs must originate, must it not, from the Foreign Office?—Yes.

2597. Then the Foreign Office does suggest or does recommend that certain alterations should be made?—It is not exactly so. When I went to Paris I made a report upon the state of the house to the Foreign Office, and the Foreign Office sent it to the Board of Works, and the Board of Works sent an officer over to Paris to examine into the state of the house, and he made his report to the Board of Works.

2598. And not through the embassy at all?—No, directly to the Board of Works.

2599. Lord *Claud Hamilton*.] It was not made to the Foreign Office?—No. These were, I think, three estimates of different gradations of repair made; the medium was adopted.

2600. Mr. *Hankey*.] Can you furnish the Committee with any particulars at all as to the amount that has been laid out upon the house in Paris?—Since I have been in Paris, I think, it is something like 27,000*l*.

2601. Lord *Claud Hamilton*.] Was there not some extensive drainage carried out besides, before you went there?—Not that I know of.

2602. Mr. *Hankey*.] Do you think that the repairs that were necessary could not have been carried out in a more economical manner if they had been done in the usual way in which houses are repaired in Paris, by a Paris builder?—Latterly a Paris architect has been employed.

2603. How long since was that?—The last estimate was prepared by a Paris architect, two years ago, and the works have been executed under his directions.

2604. Do you think that the money has been laid out as economically as it ought to have been?—I think it would have been better had the house originally been put into a complete state of repair.

2605. Do you not think that it would be a better arrangement for the minister to communicate with the Foreign Office, and to take upon himself some responsibility, and to assist the Foreign Office in determining what ought to be laid out upon the ambassador's house?—The house is under the management of the Board of Works, and I do not suppose that the Board of Works would take

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my word for the necessity of repairs, for which a vote must be asked of the House of Commons. But I am of opinion that an English architect is not a good authority to consult as to the necessities of an ambassador's house in Paris.

2606. Do you think that the present plan of sending over an Englishman to report leads to an unnecessary expense?—On the contrary, an Englishman not knowing the mode of living in Paris, and the general magnificence of the houses and furniture, is inclined to be too economical.

2607. Then it leads to an unwise system of attempting to effect economy?—No; but it leads to the ambassador's house being less handsomely fitted up and furnished than the generality of houses in Paris. I think it would be better to employ a man upon the spot; to try to find the most honest architect in Paris, and put the matter into his hands: I think that I should make the ambassador more responsible than he is. When I first went to Paris, I found there a man who was charged with keeping the house in repair, and the ambassador had no control over him or his bills.

2608. Mr. *Layard.*] Is it the fact that that man receiving a regular annual sum is supposed never to have done anything like the amount of work that he charged for?—I believe so.

2609. The same system which you have just described existed, I believe, at Constantinople with regard to the building of the house there?—I believe so.

2610. Mr. *Hope.*] I suppose the course is this, that the Foreign Office is merely the medium of communication between you and the Board of Works?—Hardly so, for although I made my representations respecting the state of the house to the Foreign Office, subsequent communications were carried on directly with the Board of Works, or with the officer sent by the latter to Paris. But since the employment of a French architect, communications have been carried on partly through the Foreign Office, and partly through the Board's own agent.

2611. The Board of Works treated it, I suppose, as they they do a public office in England, not allowing anyone else to interfere?—Exactly; I must, at the same time say, that the architect who was sent out, was directed to ask my opinion, and my wishes, and he always did so. He reported then directly what his own opinion was to the Board of Works, and his opinion was generally adopted.

2612. The final decision rests always with the Board of Works, does it not?—Yes.

2613. Mr. *Hankey.*] Does the same rule apply to furniture?—Yes.

2614. Is the furniture all paid for by the Government?—Yes; but the furniture is so scanty, that I have a considerable quantity of my own; there is very little ornamental furniture in the house.

2615. No glasses?—Yes; but there is a want of ornamental furniture. The ornamental portion of the furniture is chiefly mine.

2616. Then the house is not furnished by the Government in such a manner as would enable the ambassador to live in it?—He must, I think, have some furniture of his own, in addition to that belonging to the house.

2617. Is there any plate provided?—Yes; there is a handsome service of plate.

2618. Is that kept in repair by the Government?—Yes.

2619. Do the same remarks apply to any other article, such as china?—No; to nothing else.

2620. Or glass?—No.

2621. Mr. *Layard.*] Do you know what the cost of the house at Constantinople was?—No; I know that when I left Constantinople it had then cost something like 30,000 *l.*

2622. Was the ambassador consulted as to the details of the house?—I believe not.

2623. Was it a convenient and suitable house?—It was not nearly finished when I left Constantinople. I did not like what I saw of it. I thought it a mistake to send a London architect to build a house at Constantinople.

2624. Then the house was not built by a man who was acquainted with the requisites of the climate, or with the manners and habits of the place?—No.

2625. Lord *Claud Hamilton.*] Who saw the plans; were they at the Board of Works here?—I do not know; but I believe that they all came from the Board

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Board of Works, or that they were sent over and submitted, and approved of by the Board; I remember the signature on the plans.

2626. With respect to this absence of furniture; has an official application ever been made for such furniture as you thought requisite for the residence of an ambassador?—Yes, but not for ornamental furniture.

2627. Those have been provided?—The sum voted is already expended in repairs.

2628. Objectionable as you think the present system, is it not a great improvement upon the system which had existed before, namely, that some person used to order things without the ambassador knowing anything about it?—Yes; it is so.

2629. Could the ambassador then order repairs to be done?—No.

2630. Do you know what process they went through; for instance, would the ambassador call upon that person to make repairs, and would he say that he would not execute them?—Yes; he would say that he had no funds, and must report to the Board of Works.

2631. Did he receive a certain regular contract price for keeping up the house?—I think he received a regular salary, but I am not quite certain.

2632. If your Lordship left the embassy at Paris, would you have to sell a considerable portion of the ornamental furniture in the house, as being your Lordship's own property?—I must either sell it or take it away.

2633. And that, the in-coming minister would necessarily have to supply at a very considerable expense?—Yes; I bought a certain quantity of my predecessor's ornamental furniture; there was not much of it, and I happened to have some of my own.

2634. Did you receive any allowance from the Government?—None for this object.

2635. So that a new minister would have to spend a considerable sum of money on going into the house at Paris, without receiving any allowance for that purpose from the Government?—Certainly; whatever he chose to buy, he must buy on his own account.

2636. Mr. *Fitzgerald.*] Are you aware that at Constantinople there is an officer now similar to the one that you said was at Paris when you went there first?—Yes, I am told so.

2637. Are you aware that the ambassador there cannot have anything done, even so insignificant as the repair of a poker or a window, without the authority of that man?—I believe so.

2638. Mr. *Grant Duff.*] What would be the rent of such a house as that which you occupy at Paris unfurnished?—It is very difficult to say. In the first place, it would be very difficult to find such a house. Since I have been in Paris, a Russian ambassador and an Austrian ambassador have arrived, and neither of them could find a house suited to their position.

2639. But from your knowledge of the prices of things in Paris, cannot you form a tolerable clear notion of what might have to be paid for so large a house as that?—I should think from 2,500 *l.* to 3,000 *l.* a year, unfurnished.

2640. What portion of the year does your Lordship pass in Paris?—I have a house in the country, to which I generally go at the end of the month of August, and where I remain until November or December; but it is within easy reach of Paris. I am as much or more in Paris than I am in the country.

2641. Does a very large portion of that considerable sum which you mentioned go to keeping up your house in the country?—No. Whether I live in Paris or whether I live in the country, the expenses are pretty much the same; I do not calculate in the sum I have mentioned anything of an extraordinary nature.

2642. Mr. *Hope.*] You have expressed an opinion as to the advisability of an exchange between the Foreign Office and the diplomatic service, for the purpose of keeping up English feelings and English ideas; I presume you would like a young man to start in life with a good English education?—Certainly.

2643. You have been asked as to the introduction of young men into society. I presume I need not ask you whether your time at Paris is so fully occupied that you can attend to very little but your own business?—That is very much the case. Besides, the hours at Paris are so late that I cannot myself go much into society.

2644. With reference to the increase of expense, is it the result of your experience

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experience that there has been a very great increase in the expense of living throughout the whole Continent of Europe in the last 20 years?—There cannot be a doubt of it. As to those places where I have been, I can answer for it, and I have heard the same from others who have been at other places.

2645. I am not mistaken, I think, in saying that the prices in Paris have increased in as great a ratio as in any other part of the Continent?—I should say in a greater ratio.

2646. How far do you think it necessary for a man in your position to entertain and receive, as a matter affecting his diplomatic position, and not merely for the pleasure of society?—There can be no doubt that the more a man entertains the better his position becomes. I do not wish to lay too great a stress upon it; but I think as between two men, the one entertaining a great deal and the other not, the one who did entertain would have great advantages over the one who did not, particularly with regard to dinners.

2647. I suppose, likewise, that great public entertainments are occasionally necessary, when, perhaps, the Court are concerned?—Yes.

2648. *Chairman.*] Do you not receive occasionally sums of money for those entertainments?—It used to be so in former days, but it is the case no longer, except under special circumstances, when the Secretary of State's sanction has been obtained previously.

2649. Have you not, of late years, ever received any sum of money for such entertainments?—I never made any application; but on one occasion, before my salary was raised, some assistance was given me.

2650. Did you receive anything especially for the entertainment of Her Majesty during her residence in Paris?—No.

2651. Mr. *Layard.*] When you received the Emperor, was anything paid by the Government towards the expenses of the fête?—No, except on the occasion I have already mentioned.

2652. Sir *Minto Farquhar.*] Does not the Treasury pay for illuminations on public occasions?—Yes; that goes into the Extraordinary Account.

2653. Mr. *Hope.*] As far as your experience or knowledge goes, is it not the case that, in foreign services, especially in the Russian, and perhaps also in the French, presents are made?—I cannot answer positively, but I believe so.

2654. But have you any doubt that they do receive gratuities?—No; I believe they do; I may almost say that I know it.

2655. A question has been raised as to the importance of having persons in the position of ambassadors at particular courts; and the distinction was stated to be that an ambassador has a right of personal access to the Sovereign, which does not belong to a mere minister. Is it your experience that that privilege is a very important one to possess?—Yes.

2656. And that it would justify the maintenance or creation of embassies under particular circumstances?—That I cannot answer for, because I do not know how far, for instance at St. Petersburg or at Vienna, the Emperor might choose to receive a foreign ambassador; I do not believe that it is obligatoryto do so.

2657. As far as your own experience goes, however, you can speak to the importance of it?—Yes, certainly.

2658. A question has also been raised, partly before this Committee, and still more out of it, as to whether the rapid means of communication now established by railway and telegraph does not render the transaction of diplomatic business more easy; and that, in fact, the work might be done by the Foreign Office maintaining a mere clerk or agent, to transact the business under its own direction, without having to pay high salaries to diplomatic agents: how far does that consist with your experience?—In my humble opinion, there is nothing that can compensate for the communications that one has directly with a minister, or with the Sovereign.

2659. An opposite opinion has also been expressed, viz. that the effect of the telegraphic means of communication is rather to make work than to lessen it; do you agree in that view?—Yes, certainly.

2660. You have held the post of ambassador at Paris under several different English Ministries of different complexions, and you have carried on, I believe, a great deal of your business by private correspondence with all of them?—A great deal.

2661. Have you found any difficulties arise from a change of Ministry, in consequence

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consequence of losing the thread of the private correspondence?—No, certainly not.

2662. Are you prepared to state that the mode of communication by private correspondence is not contrary to or inconsistent with the public despatches?—Certainly it is not, and it would be impossible to carry on the business between Paris and London without a great deal of private correspondence.

2663. I believe that it disappears from the office with the Minister?—Yes.

2664. But it is so managed, that what is important is embodied in a public despatch?—Always.

2665. Therefore, the objection to what is called secret diplomacy you do not think holds good?—There is no secret diplomacy, properly so called.

2666. As to the publication of despatches, have you ever found yourself inconvenienced by the publication of your despatches?—No, I cannot say that I have.

2667. Do you think that it creates any difficulty as to obtaining information?—Yes; perhaps not so much in Paris, but in Germany, I think, that it must constantly interfere with our obtaining information, and with that confidence which a foreign minister would be ready to repose in an English diplomatist if he was certain that it would not be made use of publicly.

2668. Is there any difference made as to publishing your despatches if you state them to be confidential, or should you consider yourself ill-used if they were published in such a case?—No, everything in the form of a despatch I consider to be open to publication.

2669. Mr. *Layard.*] Is the sum of money which is now allowed for extraordinaries sufficient to cover your disbursements in Paris?—Yes, I think so; but if I exceeded it it would be made up to me.

2670. *Chairman.*] Would the extraordinaries include any expense that might be incurred in consequence of your residence in the country?—To a certain extent; generally speaking one of the chancery messengers comes down with the despatches and letters that arrive on the days when I am in the country; but I should say that that expense would not amount to 20*l.* per annum altogether.

2671. Mr. *Layard.*] At Constantinople is it not almost necessary that the ambassador should pass a certain portion of the year in the country?—It is quite necessary.

2672. Sir *Minto Farquhar.*] At what age do you think an attaché ought to be sent out from this country?—Not under 20.

2673. Would you prefer him if he had taken a degree at a university?—I do not consider that at all necessary; I have had under me those who have been at universities, and those who have not, and I do not think that there is any advantage to be observed either one way or the other. So much depends upon the disposition of the young man himself; I do not think that the circumstance of taking a degree at a university makes a better attaché.

2674. Mr. *Hope.*] Does your Lordship think that a young man going abroad, say to Paris, at the age of 20, with a good knowledge of French, as to reading and writing it, would acquire a power of speaking it pretty readily there?—I presume that if he has a good knowledge of it, he will be soon able to speak it after his arrival. All those who have joined me lately have spoken French very well.

2675. Mr. *Layard.*] What do you think should be the precise and defined duties of a secretary of legation or embassy?—He replaces the ambassador when he goes away. At other times I think he should be at the head of the chancery, and generally responsible for the business done there.

2676. But do you not think that he should have definite duties to perform, like any other member of the embassy?—Yes, and those definite duties should be the superintendence of the business.

2677. And he should be informed, should he not, of all that is going on, so that when the ambassador does leave, he could be able to carry on the business in his absence?—Yes, that is most essential.

2678. Is it, in your Lordship's opinion, advisable, under any circumstances, to employ persons in the chancery, or in the embassy, who are not officially attached to it?—No; that, I think, is very objectionable.

2679. *Chairman.*] Can you give the Committee any hope of any economy being

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being effected in any direction in the diplomatic service?—I do not see where retrenchment is possible.

2680. I understand you to say that, neither with regard to a reduction in the strength of the service, nor in the number of places where persons are diplomatically employed, do you see any prospect of economy being effected?—As far as I know, I should say not. I do not think that there is anything beyond the requirements of the service in a mission where there is a paid secretary and an attaché.

Mr. *George Strachey*, called in; and Examined.

Mr. G. Strachey.

2681. *Chairman.*] WHAT office do you hold?—I am paid attaché at the Hague.

2682. When did you enter the service?—In February 1852, as unpaid attaché to the legation at St. Petersburgh. I served then until the beginning of the war; after that I was employed temporarily at Hanover, and then at Turin. I was appointed paid attaché at Vienna, and have since served in the same capacity at Stuttgart and the Hague.

2683. How long did you remain unpaid?—I was unpaid for a little over the space of four years.

2684. Is that about the average time during which persons remain unpaid?—Yes; it is about the average according to the system upon which promotion is conducted now; it would be impossible to say what the average was, because people remained for 8, 10, 12, or 14 years without payment; but the present system of promotion is on a different plan, and I think that between four and five years is about the average time, although at present the movement will be somewhat slower.

2685. For what reason?—Because there has been a general stoppage of advancement, on account of the cessation of two missions in Italy; so that those gentlemen who might have been looking forward to their promotion about this time will naturally not obtain it so soon.

2686. With regard to the unpaid attachés, do you agree with the opinion that has been expressed before this Committee, that it would be advisable to attach some salary to the office which they hold?—I am rather inclined to dissent from such an opinion. I have naturally had opportunities of learning the feelings of the unpaid attachés, and I think that, generally speaking, they have a very small desire to receive a salary, although there may be difference of opinion upon the subject; but the objection which I will venture to submit is this,—that as the rate of pay, especially in the lower ranks of the profession, is so very low, and as it is so impossible for men to live suitably on the present salaries, it is unfair that men should be induced to come into the service under the notion that they are entering a career whose pay is likely to be sufficient to keep them. It has always appeared to me that, if attachés were paid on first entering diplomacy, they would, from not considering what they have to meet hereafter, be tempted to enter the career without having any means of their own. I have known so many instances of even careful persons getting into debt, and having to struggle through difficulties which embarrassed them, if not for life, at least for many years, that I should be very sorry to see a system introduced that would lead to false encouragement on this score.

2687. Would not such a salary as would be given to a young man going into a public office be so entirely inadequate to keep him in comfort, that it would be at once understood that an additional allowance to him from his family would be requisite?—I am inclined to think not. I have been asked by persons with sons or brothers anxious to enter the diplomatic service; and I have found, when they have had the matter fully explained to them—that it is almost absolutely certain that a young man entering the profession will remain four or five years without any pay—those persons have immediately said, "That is quite sufficient to decide the matter. I could allow something; I could allow, perhaps, 100*l.* or 150*l.* a year, but it would be impossible for me to supply the whole amount that would be required, and enable my relative to live like a gentleman in a foreign country."

2688. Has

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2688. Has there been any change of late years in the relations existing between the heads of missions and the junior branches of the diplomatic service?—I am inclined to think that there has been in some respects. Of course in giving an opinion upon this point, I can only be guided by notions derived from comparing the accounts that I have received from persons who have now risen to a certain point in the profession with the impressions which float about amongst men of my own standing. My own personal impressions would not lead me to make any particular remarks upon this head; but I cannot say that that would be the impression to be derived from the junior members of the profession generally. For instance, as to one matter, which is of the greatest importance to an attaché, since his eating and drinking will be, if not furnished him gratis, a very important part of his expenses at any mission, I believe there is not the least doubt that the hospitality of chiefs has very much changed for the worse, as far as the attachés are concerned. It is not near so common now as it used to be to invite them to dinner every day, or almost every day; but I think that this is quite intelligible, because, owing to the enormous increase of prices on the Continent, ranging in some instances from 25 to 40 per cent. during the period which has elapsed since the last Parliamentary revision of salaries, it is clear that if a minister went on in large missions, where there are three or four hungry and thirsty attachés, inviting them all to dine with him every day, such hospitality would make too great a difference in his expenses; and I have been told that chiefs of missions have stated that it is impossible for them to maintain the traditional practice, and they exercise hospitality to the extent that their purse admits. I believe it is more from these circumstances than from any want of liberality on the part of chiefs: I do not, however, hesitate to say that a change has taken place, and so far to the prejudice of the attachés.

2689. Did you undergo any examination when you entered the Diplomatic Service?—No; the examinations were instituted just before I was appointed paid attaché. I passed an examination on my promotion as paid attaché.

2690. Did you find any difficulty in passing that examination?—As it happened, not; although it certainly seemed to me an unfair arrangement, because I had to pass what I may call, although it is not very grammatical to say so, a retrospective examination; that is to say, an arrangement was made about four years after I entered the service that all attachés, on promotion, should be examined in the languages of the country where they had resided. I naturally could not foresee, in 1852, that an examination would be instituted in 1856, by which I should lose my promotion, if I did not study the Russian language; by chance I had done so, and was enabled to pass an easy examination in Russian; but I must say that the Commissioners were willing to make every allowance for what I have stated, and expressed their willingness to excuse me, only that the head of the Commission knew, accidentally, that I was more or less acquainted with Russian, and therefore they caused me to be examined in that language.

2691. Are you satisfied with the present system of examination?—I think that the examination, as far as it goes, is a great improvement; but it has always appeared to me, with due deference to a system founded on necessity and justice, that the examination fails to scrutinize the most important of all the qualities which a diplomatist ought to possess; the present examination merely tests the industry of which the candidate is capable for a limited time; it is scarcely supposed that the particular subjects which he masters are likely to be of special use to him in his career; but it is assumed that if a man is unable to muster a sufficient amount of industry and diligence to pass in those subjects, which no doubt in many cases are acquired by mere cram, he will, at no future time, be likely to give a minimum of zeal and attention to his profession; on the other hand, the examination fails to test the existence in an individual aspiring to the diplomatic career of those qualities which, I think, in the present state of diplomacy and European society, are much more important to him than the mere possession of any special educational qualifications.

2692. What are the qualifications to which you refer?—It appears to me that when a man is launched into foreign society, he to a certain extent represents the better classes of the country to which he belongs: it is therefore very essential that he should be a person who in feeling, manners, and habits, is

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what we call a gentleman: I cannot define more exactly what I mean; but I trust that the suggestion will be intelligible to the Committee. I do not say a "fine" gentleman, but a man who is likely, sooner or later, to acquire the art of personal intercourse; if you take a person with genius and eloquence, learning and wisdom,—a man like Burke,—I think that nobody who knows foreign society, especially the phases of it with which we mix, will attempt to refute me if I say that such a man would not, at present, be appreciated or liked, either in public or private relations; it is even possible that he will be far less able to transact the common business in which we are concerned than a diplomatist of comparatively ordinary clay, who knows how to find footing by the exercise of moderation, tact, and common sense.

2693. Could no examination be devised that should test those qualities?—I do not think that on first entrance into the service it is possible to test them; besides a man at the age of 18 or 20 may not be at that time what he will make himself after he has given a little attention to such matters, for, after all, those qualities may be developed by attention to the points I have mentioned. I venture to think that the first appointment should not be final, that unpaid attachés should pass a time of probation, that they should form a sort of floating population belonging to the diplomatic service; during the period, say of three or four years, it might be the duty of their chiefs to observe their conduct generally, as to how they behaved in the legation, and as to whether they had succeeded in making themselves reasonably useful and pleasant; and they might report whether they were quarrelsome or not, and were likely to gamble or publicly to practise other objectionable pastimes, and so disgrace the legations to which they might hereafter belong.

2694. Would not that be imposing a very painful duty upon the head of the mission?—I presume that all public men have painful duties of that, or a similar kind, to perform.

2695. Do you think that the junior members of the profession could generally be tested in matters of that kind?—I presume that the object of the examination would not be to institute a test that would be pleasant to the junior members, but one which would be advantageous to the public service; and I confess, from what I know of chiefs of missions, that I think their reports would be perfectly trustworthy. At present, it is true that when an unpaid attaché or a paid attaché leaves a legation, the chief very constantly writes to the Foreign Office a despatch, drawn up in terms of the most elaborate eulogy; and he states that the person in question is gifted with every virtue and talent under the sun. As he knows that no serious responsibility attaches to the recommendation which he makes, he treats it as a matter of form, which he would not do if he felt that he was fulfilling a more important duty, as would be the case under the system that I have indicated.

2696. Would you be inclined to promote any closer interchange between the Foreign Office and the diplomatic service?—I think it would be a great advantage, and for one reason, I think that in many instances, where public attention has been drawn to unjust appointments, when the round man has been put into the square place, the Foreign Office has not been informed exactly of the capacities of the people so appointed. I am convinced that has been the case, for I have heard it stated that such and such a gentleman is a person of very small ability, and quite unfit for promotion to a post of responsibility and importance, when certainly it was notorious amongst us of the service that the contrary has been the case; in the same way, I have heard people spoken of as people fully competent to discharge every duty, and we were certain that they were not. I think there is no doubt that, as regards the members of the service, old and young, this has often been the case.

2697. Do you think that, apart from other advantages, the temporary introduction of attachés into the Foreign Office would have the good effect of enabling the Foreign Minister to know something about them?—Decidedly. At present, the Minister for Foreign Affairs only, under very extraordinary circumstances, is acquainted with the junior members of the diplomatic service; it might be an advantage for us to know him at least by sight, and to him to learn if we were capable machines.

2698. On what principle is the promotion of attachés now conducted?—Perhaps I may be permitted, in order to make my answer to that question clear,

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to say how it was before the year 1853, *i. e.*, before Lord Clarendon's first administration of foreign affairs. The promotion of unpaid attachés was regulated on no intelligible principle; I have not the least doubt that all Secretaries of State devoted the greatest anxiety and care to finding out the men best fitted by ability and claims for the posts it was required to fill, but it is a remarkable fact that they were always perfectly unsuccessful on account of deficient information or from other causes; for instance, I will take the case of two men of equal talents, certainly two of the most remarkable men in the profession: one entered the service, and became secretary of legation after six years' service, and the other after between 17 and 18 years' service; those two men are of about equal capacity, but the fortunes have been very different. The man who was not the most fortunate is of excellent connexions, and at the same time he was strongly recommended by all his chiefs, not in the formal way that I lately described, but because he had rendered great services; and yet he was passed over, however much occasion there was that he should not have been. I think that there were some 17 or 18 juniors passed over his head consecutively, and this instance I give as an example of the state of things that formerly existed. When Lord Clarendon came into power at the end of 1852, he, with the assistance of his private secretary, Mr. Ponsonby, who naturally must always have great weight with the Minister with regard to the promotion of the junior members, introduced a radical change, which was the greatest change that ever was introduced into the service, although, as it related to an obscure branch of the administration, due praise has never been yet paid to the authors of it. Lord Clarendon said that he would no longer act upon that wonderful old principle, which we had all failed to understand, and that he would promote all the attachés in rotation with this small restriction, that a man being at a post was promoted, and sent somewhere else, where the senior, if well reported of by his chief, and if not too hopelessly a junior, should receive promotion then and there: to give the Committee an idea of how faithfully that rule was adhered to, I may mention that I entered the service in February 1852, with two other gentlemen, one of whom is now the first paid attaché at Paris, and the other the first paid attaché at Madrid; we entered the service on the same day; we remained four years unpaid, and during the time we were together we held appointments of about the same importance; although our influence was unequal, two of us were promoted on the same day, and the other gentleman received his promotion the day after.

2699. Do you consider the present system of promotion quite satisfactory?—At present I think that there is very little to complain of, although there may be still a certain amount of mild favouritism; that is to say, if there are two appointments open, it is natural that a certain class of person would get the good appointment, and another the bad one; but I cannot say that I feel there is any danger, except from the occurrence of a reaction which I do not foresee, that for instance, the senior paid attaché will be passed over for long, and not made secretary; I do not think it is likely.

2700. In your opinion could any modification be made in the present strength of the diplomatic body?—I presume that the question refers to the number of the existing legations.

2701. Yes?—On that point I should be very sorry to give my own opinion, for my experience has been too much restricted; but I have naturally employed myself in considering these questions, and I think that I know tolerably well what the opinions are of foreign and English diplomatists on the matter; I think it is generally found that there are, for instance, some courts in Germany where a mission is superfluous, and where there is no business which could not be equally well transacted by a sort of vagrant diplomacy, which might move about from one place to another. For instance, the minister at Frankfort might, no doubt, be conveniently charged with the duties now confided to separate legations. I believe it is not necessary to give any more details. I think that this would be the general opinion; and besides, there are some German countries which are not strictly independent, for instance, those whose whole policy is entirely determined by Austria. It appears to me that there is no advantage of any description in having a legation at such courts, and that the notion, sometimes maintained, that useful knowledge flows into the Foreign Office from

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those seats of darkness, is a chimera. Whether such places might not, under an amended system, be valuable nurseries for agents of a lower rank than minister, is quite another question.

2702. Do you think there is any general inferiority or deficiency, on the part of our diplomatic service, as compared with the diplomatic services of other foreign countries?—I think not; I believe that the public have been in many respects unjust to us in this respect, and that certain notions afloat in English society are very much derived, if not entirely, from newspaper correspondents, who have no access to the people whom they are criticising. I think it, as a general rule, to be the opinion of foreign courts, and I believe it to have been the opinion of the Emperor Nicholas, that our Foreign Office would be better informed as to political transactions than that of any other country. I have not the least doubt that our service is fully as efficient as any other, and even more so, in the proportion that Englishmen are generally more energetic and industrious than the inhabitants of other countries.

2703. Do you find, among the younger members of the diplomatic service whom you have associated with, that there is a considerable deficiency in a knowledge of foreign languages?—That is a point upon which, belonging to the class in question, I ought perhaps to speak with reserve; but I think there has been great injustice done us. I may mention, as a matter of notoriety, that the service has produced some of the best conversational linguists in Europe. A gentleman, who lately appeared before the Committee, can pass for a German or a Frenchman, and I could multiply such instances almost indefinitely. I am sure that no person need speak or write better French than Sir Hamilton Seymour. It is true that great importance has been generally attached to the supposed attainments of the Russians; but I must observe, that it is very rare to find a Russian who has submitted to the painstaking and laborious process by which an Englishman almost always has to acquire a knowledge of languages; and those who possess the advantages, which strike us as so surprising, being able to speak English, German, or Italian with fluency, have always had nurses and governesses to learn them from. And, as a matter of fact, I deny that the Russians are better linguists than other people; for instance, in Holland everybody speaks English; it is a sort of *lingua franca*, which is certainly not the case at St. Petersburg; and I think that in Holland people speak foreign languages better than is the case at St. Petersburg.

2704. On the whole, do you say that the younger men in our diplomatic service speak French with as much comfort to themselves, and think in French as easily as the younger members of the same age in other diplomatic bodies?—The distinction that I would make is this, that Frenchmen and Russians, with whom French is the natural language, of course speak and think in French, with a facility inseparable from early habit and which late attainments cannot rival; but it is quite a mistake to suppose that German attachés, for example, speak good French or write it. I have met with German diplomatists who expressed themselves with great difficulty in French, and who could not comfortably carry on any conversation in that language.

2705. How far have you found the salary of the paid attaché sufficient to meet what is requisite for his position; or is it necessary do you think that he should have something of his own besides?—Certainly; I cannot conceive in the present state of prices, which have increased in many of the European capitals within the last 10 or 12 years enormously, that any attaché can live on his salary. When I was at St. Petersburg, I enjoyed during the greater part of the time I was there, the advantage of living in an apartment which was kindly lent to me by a member of the legation, who went on leave of absence. I occupied that apartment for about a year, and, judging from what I may call my necessary expenses (of course there are some that are quite of an indefinite character), I think that no man, even if he had the most economical habits, and was really strictly scrupulous as to his expenditure, could have lived on less than between 300*l.* and 400*l.* a year, exclusive of the expense of an apartment; I have no doubt that a furnished apartment would have cost him another 150*l.* Had I then been second paid attaché, I should have received 240*l.* per annum; net salary, as against 500*l.* of necessary expenses. The Hague is a cheaper place than St. Petersburg; my salary is 240*l.* net, and it does not cover the items of lodging and eating.

2706. Do

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2706. Do you attach much importance to a change in the title of paid attaché?—I have no hesitation in saying that it would be felt to be a great boon if some alteration were made of that kind; in the first place, though this may appear a trivial reason, it gives us an inferior social position; and it is extremely unpleasant, if a paid attaché is presented in foreign society for him to have to enter into an explanation, and to state that he is paid attaché, and receives so much salary, and that, although his title does not sound quite so important as that of second or third secretary, he is really as good as they are. In the next place, as to all questions of Court precedence and Court etiquette, there is a very great practical difference; it is only by the forbearance and good feeling of our colleagues, the second and third secretaries of the French and Russian Legations, that we are enabled to take our proper place; if they chose they might take precedence of us, although they never, as far as I know, insist upon it.

2707. Mr. *Grant Duff.*] What is your idea of the education that an attaché should receive?—My notion is, that an ordinary English education is as good as possible for the purpose; and that a gentleman who has received his education at a university, and who has taken his degree there, is perfectly competent if he possesses the necessary personal qualifications.

2708. Do you mean the ordinary B. A. degree?—Yes.

2709. *Chairman.*] Is there any other general remark that you wish to make on the present state of the diplomatic service?—No.

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Lunæ, 3° *die Junii*, 1861.

MEMBERS PRESENT.

Mr. Baillie Cochrane.	Mr. Layard.
Mr. Grant Duff.	Mr. Monckton Milnes.
Mr. FitzGerald.	Lord Stanley.
Mr. Hankey.	Lord Harry Vane.
Mr. Hope.	

MR. MONCKTON MILNES, IN THE CHAIR.

Edmund Hammond, Esq., called in; and further Examined.

E. Hammond, Esq. 3 June 1861.

2710. *Chairman.*] DO you wish to make any correction in the evidence which you gave on a former occasion on the subject of pensions?—Yes; I stated, in my former evidence, that I was not aware that any pension of a lower amount than 700 *l.* a year had been granted since the passing of the Act of 1832. I subsequently ascertained that in one particular instance a pension of a lower amount was granted; but in that case, although there was in the first instance granted a sum less than 700 *l.* (indeed it was 350 *l.*), it was subsequently increased to 500 *l.*, and finally increased to 700 *l.*, without any increase of service.

2711. Have you any remarks to make with respect to the working of the present Diplomatic Pension Act, and what would be the probable state of things, supposing that the present Superannuation Act was substituted for it?—Yes; the bearing of the two Acts is very different upon the two services.

2712. Will you be good enough to state to the Committee, as clearly as you can, what you consider to be the essential differences in the two services, which would render the application of a different system of pensions necessary?—No pension can be granted under the Superannuation Act for past service of less than 10 years' duration, nor upon any amount of salary greater than the average amount received for at least three years before granting the allowance, and the service must also have been continuous; whereas, with regard to diplomatic pensions, the service may have been interrupted; that is to say, provided 15 years have elapsed since he received his first commission, during which he has actually served 10 years, a person comes within the Act relating to diplomatic pensions, and is qualified to receive a pension. Fifteen years from the date of the first commission, and 10 years' actual service, are required in the diplomatic service, and that wholly irrespective of age; but a pension cannot be granted under the Superannuation Act, except on a medical certificate, until the recipient has completed his 60th year.

2713. Do you see any good grounds why the Superannuation Act should not be made applicable to the diplomatic service?—I think that it would work injuriously both to the public and to the individuals. It would work injuriously to the public, inasmuch as it would increase the Pension List to something almost fabulous in amount, and it would work injuriously to the individuals, because they would be required to serve for a much longer period than is now required to enable them to receive a pension. On the other hand, when a person, on arriving at the age of 60, became entitled to a pension under the Superannuation Act, it would work very advantageously to him, but very injuriously to the public.

2714. You are perhaps aware that it has been made the subject of great complaint before this Committee that the pension in the diplomatic service only dates from the commission as secretary of legation, and that that is considered a very great hardship, because it places the diplomatic service in a very unfair position in comparison

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comparison with other branches of the public service?—Yes, I am, and I stated that before in my evidence, and I strongly pressed upon the Committee the propriety of relieving the diplomatic service from that hardship, by recommending that the paid attachés, or, at all events, the first and second paid attachés, should receive commissions as second and third secretaries, which would enable them to date their services for pension from the time when they became paid attachés.

2715. If such an alteration were made, would it not considerably alter the scale of pensions as it at present exists?—No; because that scale is provided by Act of Parliament, namely, 1,700*l.*, 1,300*l.*, 900*l.*, and 700*l.*

2716. Would it enable many of the diplomatic servants to retire, and thus to gain a pension from the country, who, under the present system, would not obtain it?—That would depend upon the Secretary of State, whether he would allow them to retire or not, for no diplomatic servant of the Crown can claim his pension, or retain it, if the Secretary of State offers him an equivalent employment in the diplomatic service. So long as the Secretary of State chooses to keep a man in the diplomatic service, that man has no right to claim his pension. I may explain to the Committee that, up to a recent period, say 15 years ago, it was very commonly the habit to grant a foreign minister, while actively employed, but who had served his time for a pension, the amount of pension to which he was at that time entitled, supposing him to have retired; which pension remained dormant until he was in a state to claim it. Such was the case with Sir Hamilton Seymour, who had a dormant pension. I think it was Sir Hamilton Seymour; but certainly it was so with Lord Howard de Walden, who has a dormant pension now. More recently it has been thought undesirable to grant pensions out of a fund that was limited, until the time arrived when those pensions became issuable, and the practice has therefore now been put a stop to.

2717. I see, on looking over the papers that you have handed in, that there are several persons who have held very high offices, but who have no pensions whatever, and among others, Lord Normanby?—In the first place, I am not aware that Lord Normanby has ever applied for a pension; neither am I aware of what Lord Normanby's circumstances are; but in the case, which was very much canvassed at the time, of the late Lord Londonderry, the Committee may remember that he applied for a pension, and he was refused it, on the ground that his circumstances were such as not to justify the grant of a pension to him.

2718. Mr. *Hope.*] Is there not such a limitation under the Superannuation Act?—Yes; there is a special limitation to that effect under the Superannuation Act, and the Committee of 1850 called attention to it, and suggested that it would be desirable that the rules which were laid down in a certain section of that Act, applicable to a declaration of want of means, should be enforced as to the diplomatic service.

2719. Mr. *Baillie Cochrane.*] Must that declaration be made by every diplomatic person?—I am not aware that such a declaration has been required from a diplomatic servant; but practically, I believe, that very few of the parties who have claimed, or are likely to claim a pension, would be in such circumstances as to render it necessary to require the declaration to be tendered to them.

2720. *Chairman.*] Would that apply to the smallest as well as to the largest pension?—Yes; according to the recommendation of that Committee; but I am not aware that the recommendation is practically acted upon.

2721. Lord *Harry Vane.*] You mean in the diplomatic service?—Yes.

2722. *Chairman.*] Suppose the case of a person who had obtained a small pension, and who afterwards came into a considerable fortune; would he be bound to give it up?—Not that I am aware of; but, while I am on this subject, I may just state the effect that would have followed from applying to the diplomatic service the principle of the superannuation fund with respect to those pensions which are at present payable. I have had tables made to show what would be the aggregate of the pensions payable at the present time if they had been calculated according to the Superannuation Act, either from the commencement of the service, or from the date of the first commissions, as compared with the pensions that are now received. The pensions which are now payable amount to a sum just under 22,000*l.* a year; and, if they had been calculated from the date of the first entrance into the service, the pension list would amount to 51,000*l.*

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51,000 *l.* a year. If they had been calculated from the date of the first commissions, they would have been about 35,000*l.* a year; that is, with regard to pensions which are now payable. With reference to the persons now in the diplomatic service, I believe, with two or three exceptions, that no person is in a position to to claim a pension under the Superannuation Act, because, I believe, with two or three exceptions, that no person has reached the age of 60. In one peculiar case, a pension could have been claimed under the Superannuation Act; and that is the case of Mr. Elliot, applying to the case of a minister, the principle that would apply to the case of a consul. A consul leaving the country where he has been employed, in the case of a breaking out of hostilities, is allowed to receive a certain amount of his salary, calculated under the Superannuation Act, until he gets re-employed, and I think Mr. Elliot might be brought under that provision; otherwise I do not believe that there are more than two or three persons in the service at the present time who have arrived at 60 years of age. But supposing them to have arrived at the age of 60, and then to be superannuated upon their length of service, it would have rather a singular effect. I will take the cases of four Ambassadors, Lord Bloomfield, Lord Cowley, Sir Henry Bulwer, and Lord Napier. If Lord Bloomfield were to be superannuated on his length of service, without reference to the date of his first commission, he, now receiving a salary of 7,000*l.* a year, would be entitled to a pension under the Superannuation Act of 5,833*l.* per annum; and if only from the date of his first commission, he would be entitled to a pension of 5,250*l.* Lord Cowley, whose length of service is 36 years, and whose length of service from the date of his first commission is 29 years, would, in the first case, be entitled to a pension of 7,500*l.* a year, and, in the next, to a pension of 4,800*l.* Then Sir Henry Bulwer, whose length of service is 33 years, and whose service from the date of his commission is 25 years, would be entitled to a pension, in the first place, of 5,333*l.*, and, in the second place, to 3,333*l.* Lord Napier, whose length of service is 20 years, and whose length of service from the date of his commission is 15 years, would be entitled to a pension of 2,333*l.* in the first case, and, in the latter case, to a pension of 1,750*l.*; whereas according to the diplomatic scale, he only receives 700*l.* at the present time.

2723. Therefore the inference to be deduced from what you have stated is, that the Superannuation Act would be inapplicable to the diplomatic service, mainly on account of the very high salaries which are enjoyed by persons in the higher stations in that service?—It would be partly so; and it would also operate in another way, and would be injurious to individuals in certain grades of the profession, if they were to be placed on the Superannuation Fund. I will now take the case of some of those who are at present in the receipt of pensions; there is the case of Sir Wathen Waller, who served for 31 years, and from the date of his first commission 24 years. His salary, at the time of his retirement, was 750*l.* a year; the actual amount of his diplomatic pension is 700*l.* a year. If he had been superannuated under the Act, in the one case there could only have granted to him 500*l.* a year, and in the other only 312*l.* a year. Therefore he would have been very much prejudiced by the adoption of a principle of that kind, and there are two or three similar cases; the last was that of Colonel Hodges, whose salary was 1,500*l.* a year, and he now receives a pension of 700*l.* a year; under the Act he could only have received a pension, under any circumstances, of 525*l.* But, in the case of a gentleman who has been very long in the service, Mr. Fagan, he could receive under the Superannuation Act, if the time was reckoned from the first commencement of his service, 536*l.* a year, while he can receive nothing on the diplomatic fund. But the case to which I wish to refer, to show how undesirable and difficult it is to lay down any new rule on this subject, is that of Mr. Barnard, who is Secretary of Legation in Saxony; he has been 45 years in the service, and 36 years from the date of his first commission; his present salary is 650*l.* a year, and, if he was to retire after that long service, I have no doubt that the Secretary of State would give him the full benefit of the Diplomatic Act, namely, a pension of 700*l.* a year, a sum even higher than his salary. If he were superannuated under the Superannuation Act, in the one case he could only receive 595*l.* a year, and in the latter case only 487*l.*, consequently, in either case, he would be much worse off than under the present scale. So that, in point of fact, I believe that taking the length of service and other contingencies, our diplomatic pensions are calculated on a very liberal scale; for a great length of service is not required,

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and, except as regards the lower grades, where perhaps an improvement might be made, when one looks at the first, second, and third class pensions, I think that the pensions are so liberal that it would be dangerous to individuals to disturb them, while it would be very injurious to the country to adopt a scale of superannuation founded upon that granted to the civil servants of the Crown.

2724. Do you think that the present position of persons who have remained for a considerable period of time in the service, and yet who are entitled to no pension, is not one that requires some consideration?—There is one thing to be said, that we consider that a man should not retire upon his pension, until he has earned a pension by a certain amount of service. We do not consider that a person who generally retains his health should claim a pension at the end of 10 years; a pension for that period of service may be granted under the Superannuation Act, but the abuse there is checked by the provision that a man cannot be retired under 60 years of age, except upon medical certificate. Assuming the diplomatic service to be a profession, and that a man will gradually rise up in it, I think that at the time when he might reasonably retire, and claim a pension, say between 50 and 60 years of age, he would have a very fair amount of pension, which he might have earned by a very moderate amount of service, compared with what is required from a civil servant; for a man might practically only serve for 10 years, and yet be qualified to receive a pension of 1,700*l.* a year.

2725. That would be an extreme case, would it not?—Yes; but a case less extreme would be that of an envoy, who had served five years as Secretary of Legation, and five years at a first class mission: at the expiration of 15 years he would be entitled to a pension of 1,300*l.*

2726. I suppose it was to such cases as those that the Committee of 1850 alluded to, when they spoke of the very extravagant scale of the diplomatic pensions?—Very possibly it was; and, as I explained before, originally a pension could be earned by three years' service, but that was a great number of years ago. At that time the highest rate of pension, as far as we can trace, was a pension of 2,300*l.* a year, but it practically netted only 2,060*l.*: then afterwards, in 1832 I think, it was reduced to 2,000*l.*, which netted 1,786*l.*; and then in 1850 it was reduced to 1,700*l.* a year as the net pension. But, as explaining what I said before, Mr. Christie having served now 13 years, and from the date of his commission 10 years, and I believe having been at a first class mission for two years, supposing he continues there three years more, he will be qualified, five years hence, for a pension of 1,300*l.* a year.

2727. Will that include his consular service?—No; I do not imagine that it will. I believe that it is entirely diplomatic service. He was at Berne. I apprehend that the consular service was three years before. I desired particular care to be taken with the table that has been drawn up; that it was only to refer to the diplomatic service. In this case there would be a pension of a large amount easily earned.

2728. Lord *Harry Vane.*] Is there not this great distinction to be made between persons who are entitled to diplomatic pensions and persons who are entitled to pensions under the Superannuation Fund, namely, that those who are entitled to diplomatic pensions receive a very large salary mainly for representation, and which is a salary, not merely as a reward for their service, but for the purpose of representing the country which accredits them?—I apprehend that that was the principle upon which the established pensions were granted.

2729. Therefore, it follows, of necessity, that the scale adopted with regard to superannuations is one which is totally inapplicable to the higher missions?—Yes.

2730. Is it not the case, that a great proportion of the money paid to a minister is not a reward for his service, and not a salary, in the strict sense of the term, but money paid for the purpose of representation?—Yes.

2731. Therefore that constitutes a very great difference between the one case and the other, the case of a man entitled to a pension under the Superannuation Act and that of a man who is entitled to a diplomatic pension?—Unquestionably.

2732. There is also another circumstance, is there not, to be borne in mind, that the fund for pensions to diplomatic servants has always been a limited fund?—Yes, of late years.

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2733. Whereas, in the case of the Superannuation Act, that is not the case; there is no actual limitation?—No.

2734. In the case of the diplomatic service, the amount has always been under strict limitation? — Yes; it has always been limited for the last 30 years.

2735. And therefore there is no power to exceed that sum; and that is the principle which has always been acted upon?—According to the system established under the Act of 1832, the whole diplomatic service of the country, active and retired, was to be covered by 180,000*l.* a year; and at that time the amount payable in pensions was 57,000*l.* a year. The Committee, or the Act, said that the Pension List ought not to exceed 40,000*l.*; and therefore, until the amount payable in pensions was brought down to 40,000 *l.*, no more than 2,000 *l.* a year should be granted in one year for pensions. Now we are able to apply to the active service a portion of what might be applied to pensions; in point of fact, the money is appropriated for the diplomatic service generally, and as long as we do not exceed the amount, but keep within it, no question is asked.

2736. Previously to that time the diplomatic service was paid out of the Civil List, was it not?—Yes.

2737. A change was introduced by Lord Althorp in 1832?—Yes.

2738. Since that period the limitation has been practically observed, has it not?—We have never exceeded the 180,000*l.* when once it was brought down to that sum.

2739. If you adopted another principle, would it not be the case that you would very soon exceed the limit so laid down?—Yes; supposing that it were made retrospective, we should now pay instead of 20,000*l.* a year, 50,000*l.* a year in pensions.

2740. I take it for granted that Parliament would not consent to apply the principle of the Superannuation Fund to diplomatic servants for the whole of the salaries, for undoubtedly their salaries are not granted merely for purposes of their own, but for the purposes of representation; and, therefore, it would be necessary in that case to consider how much ought to be considered the salary of the minister, properly so called, and what proportion ought to be considered as given for the purposes of representation?—Then, I think, you would raise another question under the Superannuation Act. If you will turn to what took place before the Diplomatic Salaries Committee in 1850, you will see that the salaries of the Ministers of State were estimated at 5,000*l.* a year, on the ground that they had to incur a good deal of expense for entertainments, and their pensions were fixed at 2,000 *l.*, so that there is a very fair proportion between them.

2741. *Chairman.*] Is not the effect of having the sum fixed this, that on the one hand you are obliged to restrict what you would consider the just claims of deserving servants, and, on the other, you might be able, having that money to dispose of, to give larger sums than the persons might claim?—I have not known of any pension, since we brought it down to the limit of the Act, that has been refused on the ground of there being no fund out of which to issue it. It has always been studied to keep a clear margin to meet any unforeseen contingencies.

2742. Lord *Harry Vane.*] But if pensions were granted with greater facility, it is clear that that margin would no longer exist?—Certainly.

2743. *Chairman.*] Supposing that, in consequence of the recommendation of this Committee, an arrangement was made, which I believe could be made without any special Act of Parliament, to give the paid attachés the titles of first and second secretaries of legation, and to date their commissions from that earlier period; would you not run a chance of having claims made for pensions which the money granted by Parliament would not supply?—No, I do not think so; for, coupled with the construction of the Act of Parliament, as to which I have a doubt, that you may grant less than 700*l.*, I do not think that any serious claim would come upon it. It always rests, of course, with the Secretary of State to say whether such a man shall retire from the service, or shall not. I conceive that he has a perfect right to decline to allow a young man to retire from the service, unless upon medical certificate. I do not think that any diplomatic

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diplomatic servant has a right, in that respect, to be put upon a better footing than any man in the ordinary civil service.

2744. Lord *Harry Vane.*] It might happen that the Secretary of State might not wish to continue the services of a particular person?—In that case he would deal with the man, and he might be able to relieve the service of a person whom it was not desirable generally to employ.

2745. Mr. *FitzGerald.*] What was the proportion of the 180,000 *l.* that you spent last year?—I think that we had a margin of 11,000 *l.*

2746. Has that been upon the average about the margin of late years?—I should think that there has been a margin, say of about 10,000 *l.*, but it varies.

2747. Mr. *Baillie Cochrane.*] Which I suppose is available?—Yes; either to increase the salaries, or otherwise; for instance, the other day we were enabled to increase the salaries at St. Petersburgh and Vienna, by 1,000 *l.*, because we had a margin.

2748. Have you power to increase the salaries?—Yes; as long as we keep within the 180,000 *l.*; the Secretary of State. can assign such an amount of salary as is thought necessary for the diplomatic service at any particular place.

2749. Did you increase the salary at St. Petersburg?—Yes, by 1,000 *l.*; we also gave 1,000 *l.* to Vienna; the salaries were 6,000 *l.*; they are now 7,000 *l.*

2750. Mr. *FitzGerald.*] You are probably aware that the current of the evidence given before this Committee has been all in favour of an increase of the salaries of diplomatic servants abroad?—I think very possibly that it has been so.

2751. You are not aware of the fact?—Some of the witnesses, I believe, have so stated, and some of them, I think, have stated that they were satisfied.

2752. If the average surplus is above 10,000 *l.* a year, it would be necessary, would it not, to increase the grant of 180,000 *l.* if any such recommendation as that were carried out?—I do not think that it would be necessary to do so immediately; it might be necessary in course of time; of course it depends very much upon the people going upon their pensions.

2753. Mr. *Baillie Cochrane.*] Are you aware that at the present time Lord Napier, at St. Petersburg, finds it impossible to go on with the present amount of salary?—I have heard that stated out of doors, but he has made no representation of that kind. I presume that if Lord Napier finds it impossible to go on with the present salary, he will state it. But I believe that a witness examined before this Committee stated that he could go on with 6,000 *l.* a year at St. Petersburgh.

2754. But not as ambassador?—But he stated that he went on with 6,000 *l.* a year as minister, and we have added 1,000 *l.* on restoring the embassy.

2755. Mr. *Layard.*] At the present time, if a man is put into the diplomatic service, without reference to his previous career as the head of a mission, would he be entitled to a pension, as if he had gone through the regular gradations?—If he serves his time for it, there is nothing to preclude him. Suppose that a person was to be appointed to-morrow to the mission at Berlin, and that he was to remain there for 10 years as Envoy Extraordinary and Minister Plenipotentiary, and then remain five years out of service, at the end of his fifth year out of service, he could come upon the pension of a first class mission, without reference to any previous service, and without reference to being in the service when the pension was granted.

2756. Would that apply to special missions?—No; we do not consider special missions as giving any claim for a pension.

2757. Suppose, for instance, that Lord Dufferin was to be employed for eight or ten years abroad in the post which he now fills, would that entitle him to a pension?—In the first place, Lord Dufferin is not accredited to any court; but however, as a general rule, service upon a special mission does not come within the ordinary definition of diplomatic service, as entitling a person to a pension; that is how the Act is construed.

2758. Supposing that a man in the diplomatic service had served upon a special mission, does not that period count?—It does not do so; but I am disposed to think that it ought. There might be a difficulty about it, because persons employed on special missions do not always have diplomatic rank; a special diplomatic rank. It is required by the Act of Parliament that a man should have a special diplomatic rank.

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2759. Take the case of Lord Stratford de Redcliffe, and suppose that he had wanted a few months to complete his term of service, would not his special embassy to Constantinople, to take leave of the Sultan, count as part of his diplomatic service?—I believe not; I think that it ought to count, but as far as I understand, it would not.

2760. *Chairman.*] To go now to the payment of diplomatic service, a great question has been raised before this Committee as to what are mainly the reasons why the diplomatic salaries should not be paid with just the same regularity, and just the same simplicity as the salaries of any other branch of the public service, on a proper assurance being received that the recipient was living, and that the payment was duly authorised?—As far as the Foreign Office is concerned, there is no reason whatever; but there are two things to be ascertained, first, what amount of money has been earned, and next, that the individual is alive to claim it; the amount that he has earned cannot be ascertained until the arrival of quarter day, nor can his right to claim it, by being alive, be proved without a life certificate. When those two facts are ascertained, there is no reason why he should not receive his salary with the same regularity as any other of the civil servants of the Crown. I mentioned, when I was first examined before the Committee, that I had been surprised to learn that an intermediate stage, which was productive of delay, must necessarily be passed between the Foreign Office and the Paymaster's Office, namely, that the pay list, instead of going, as in the case of the civil service, direct to the Pay Office, was obliged to go to the Treasury. I also stated that I would endeavour to see whether that could be put right; we had a communication with the Treasury on the subject, and the explanation generally was that the ordinary civil service of the Crown was paid out of the votes of Parliament, whereas the diplomatic service was paid out of the Consolidated Fund, and, although a general warrant from the Paymaster's Office is sufficient for the civil services, there must be a special warrant for services charged on the Consolidated Fund; and the consequence is, that the Treasury must see the pay list, and then send a warrant for the payment of the salaries according to that pay list; I believe it is done under an Act of Parliament. But upon mentioning the subject to the Treasury, they kindly said that they would take care that the pay list should be passed on as soon as possible; and I believe that there is no reason why a diplomatic salary which fall due, for instance, on the 5th of April, and the minister, as in the case of Paris, being within one day's reach by the post, should not be paid to him on the 7th; I see no practical reason to prevent it.

2761. Mr. *FitzGerald.*] Is there any necessity for a life certificate?—Of course, you must be satisfied that a man is alive; because, if a man has died, his power of attorney is vitiated; and the money which would be issuable to him on the 5th April, would come within the cognizance of his executors.

2762. Suppose, for example, that you were absent on leave for a month at Spa or Homburg, would you have to send over your life certificate?—No; but I should have to send over my receipt, with my name to it.

2763. Would not that be sent over the week before?—No, certainly not; for example, I am going to Wiesbaeden; I shall be there on the 30th of June, and when my salary is payable, the chief clerk will send me my receipt, and I shall sign it abroad, and return it back to my banker.

2764. *Chairman.*] Could you not sign it before you went?—No, certainly not; that would be a fraud. If I signed a receipt on the 25th of June for salary due to me on the 30th of June, it would be a fraud; I might not have earned it; I might die between the times.

2765. Mr. *FitzGerald.*] What, in your view, is the amount of delay that takes place; say, that a man writes on the 5th of July enclosing his life certificate; that comes to the Foreign Office, say from Madrid, and three or four days afterwards do you make an application to the Treasury?—No; the application to the Treasury is made upon the whole salary list on the 5th of July, and the warrant for the payment of the whole salary list is issued thereupon by the Treasury; it is a general warrant of the Paymaster General, as I understand it.

2766. Do you send in the pay list to the Treasury before you know whether a man is living or not?—Yes; there is no harm in that, because the money is not issued, although the authority is given to issue it from the Treasury; the warrant goes to the Paymaster General's Office, and the minister's agent gets from the

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the chief clerk the life certificate, and then, upon the production of that certificate at the Paymaster General's Office the money is issued to the agent; and I believe that there is not the slightest reason why it should not be paid as early as I have said, in the case of Lord Cowley, who is the nearest.

2767. But that would not apply to a man who was at Constantinople or at Rio?—In that case the money is at the Paymaster General's Office, waiting to be asked for; a fortnight, or three weeks, or a month, before it is asked for, there it is, waiting to be drawn.

2768. *Chairman.*] On what day, ordinarily speaking, is the money paid by the Paymaster?—I am not able to say on what day it is paid; I, of course, have no control, and I am not able to say what happens beyond my own office; but I consider that there is no reason on earth why the diplomatic salary list should not go to the Treasury on every quarter day, or, if there is a pressure, on the day next after that; then it rests with the Treasury to issue a warrant for the payment of the salaries.

2769. Mr. *FitzGerald.*] Is that a warrant authorising the payment of the money to the Paymaster?—I am not able to say positively; but I suppose, in effect, it is to authorise the Paymaster to issue out of the Consolidated Fund such an amount of money as is represented in the pay list.

2770. *Chairman.*] Then is the total amount of the money paid in one large sum?—No; I conclude the Paymaster gets his warrant in one large sum, but then he doles it out to the different ministers according to the rate set against each of their names in the pay list which he receives from the Treasury.

2771. Therefore, in the case of Mr. Christie, for instance, he sends in his life certificate as soon as he can after quarter-day, which life certificate does not reach England for a considerable time; his agent can then draw his salary on the day when he receives the life certificate; but who has the interest of the money between quarter-day and the day when the agent claims the salary?—The Government, I suppose, has upon all money that is unissued; but how the Government deal with their money until it is issued I cannot say.

2772. The agent draws no advantage from it?—He cannot touch it.

2773. Mr. *FitzGerald.*] How long does it take the mail to come from Rio to this country?—About 30 days.

2774. Then the money would not reach a person at Rio for 60 days?—No; but he might draw at Rio, and receive the money at Rio immediately.

2775. But he must pay discount for that?—I do not know whether he would have to pay discount upon drawing the bills.

2776. *Chairman.*] What is the present regulation with respect to the payment of extraordinaries?—In February last an understanding was come to with the Treasury to make more general a regulation which had been in force for about two or three years with regard to the embassy at Constantinople; viz., that a minister should, at the expiration of each month, be allowed to draw a certain amount of money on account of his extraordinaries. That regulation was extended to the great missions, and, as a general principle, we took those missions which were in the habit of spending on account of extraordinary expenses, not less than 200 *l.* a quarter, and we applied it then to Paris, to St. Petersburg, Vienna, Berlin, Madrid, Lisbon, Turin, Washington, Rio, and Mexico. I should say that at Constantinople the ambassador is allowed to draw, regularly, at the end of the first month, 600 *l.*, at the expiration of the second month of the quarter, another 600 *l.*, and at the expiration of the third month of the quarter, 1,500 *l.*; the explanation of the large sum of 1,500 *l.* being, that in that third month of the quarter, the salaries of the dragomans become due, which amount to 800 *l.* a quarter.

2777. Would this apply to what are technically called extraordinaries, or to what might be called extraordinary payments?—What are called extraordinaries, and which appear in Class 5 of the Miscellaneous Estimates.

2778. Mr. *Layard.*] They are all definite expenses?—Yes.

2779. *Chairman.*] Are any advances made to any missions for casual and unexpected expenses?—No.

2780. Would there be any objection to giving them such a power?—I would rather not; I think that the indulgence which is extended to them is quite sufficient, and the items in the extraordinaries are really so numerous that there is

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hardly any payment whatever which they have to make which would not come under one or other of those heads.

2781. Mr. *FitzGerald.*] Is it an indulgence, that a public servant should not be called upon to advance money for the public service out of his own funds?—I call it so, as compared with the system which formerly existed; I think that the present system is a very great improvement on the old one, and a very fair improvement in favour of the minister.

2782. *Chairman.*] You say that the present extraordinaries would include almost any kind of expense which a minister might be called upon to incur?—I believe almost anything under one or other of the heads.

2783. Is there any list of what are technically called extraordinaries?—If you will turn to class 5 of the Miscellaneous Estimates, you will find them specified in a table.

2784. All the particulars are there?—Yes.

2785. Mr. *FitzGerald.*] It is possible, is it not, with reference to telegrams, that there might be a sudden necessity for an expenditure that might be quite unusual?—Yes.

2786. Why should not a public servant be able to meet that out of a public fund, and not out of his own pocket, and then have to remain for some time before he was repaid?—I apprehend that the telegram account comes in quarterly; I think so, but it is very difficult to answer a question of that kind without knowing exactly how the accounts are rendered by foreign telegraph offices. I know that, when I was at Vienna with Lord John Russell, I had great difficulty in getting in the telegram account, long after it was due, on account of the custom of the place; they did not choose to send the account in, and therefore it is impossible to answer a question of that kind very specifically.

2787. Mr. *Layard.*] Do you think it would have been possible for a minister a short time ago, receiving 4,000 *l.* a year, to have been in advance 2,000 *l.*?—I should think that if his accounts had been sent in regularly, and at the proper time, it was almost an impossibility. If an extraordinary account had been sent in irregularly and not duly vouched for, when it came to be examined, it would not be passed until it was in a state to be passed.

2788. Do you think that the amount allowed by the Foreign Office at the present time, precludes the possibility of a minister being considerably in advance?—Certainly; of course the extraordinaries vary in different quarters; but I think upon the whole we generally calculate that there might be a balance of 200 *l.* or thereabouts to settle at the end of the quarter.

2789. Not more than that as against the minister?—No.

2790. Lord *Harry Vane.*] Then you cannot conceive that any minister had been in advance so much as 2,000 *l.*?—I should have thought it impossible unless there had been an omission on the part of the minister to send in the extraordinary accounts. I have known an instance of an ambassador not sending in his account for three quarters, and being that time in arrear.

2791. Mr. *Layard.*] Have you stated in your evidence what the allowance is in Turin for extraordinaries?—No, but it is 50 *l.*; 50 *l.* and 150 *l.*

2792. Do you think that the sum allowed at Turin should be sufficient to cover the extraordinary expenses?—Leaving a small margin for settlement at the end of the quarter, that is the principle upon which the arrangement was made; but as I said before, the expenditure on that head varies in different quarters. If we found that the allowance was not commensurate to the average amount of the expense which, at Turin, will probably not be the case now, then we should have no hesitation in recommending the Treasury to allow an addition. This is the scale for the missions to which I have alluded.

[*The Witness handed in the following Paper:*]

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COUNTRY.	Total Amount of Extraordinaries, for the Year ended 31 March 1860	Average Quarterly Amount of Extraordinaries.	SUMS To be allowed to be drawn on Account at the end of the			
			1st Month.	2d Month.	3d Month.	Total in the Quarter.
	£. s. d.	£.	£.	£.	£.	£.
France - -	4,700 16 3	1,175	300	300	400	1,000
Russia - -	1,138 4 11	285	50	50	100	200
Austria - -	1,831 11 9	450	100	100	200	400
Spain - -	2,303 10 6	575	150	150	200	500
Prussia - -	1,148 14 5	275	50	50	100	200
United States -	1,455 2 2	350	100	100	100	300
Portugal - -	1,060 3 –	250	50	50	100	200
Sardinia - -	1,248 15 11	300	50	50	150	250
Brazil - -	788 8 –	200	50	50	50	150
Mexico - -	912 – –	225	50	50	50	150

I add a statement of the Turin Extraordinaries for the last Five Years.

TURIN EXTRAORDINARIES.

Quarter ending:	£. s. d.	For the Year: £. s. d.	Quarter ending:	£. s. d.	For the Year: £. s. d.
30 June - 1856	46 13 8		30 June - 1859	684 15 6	
30 Sept. - „	57 2 2		30 Sept. - „	217 19 5	
31 Dec. - „	107 15 5		31 Dec. - „	137 4 7	
31 March 1857	83 4 2	294 15 5	31 March 1860	208 16 1	
30 June - „	92 17 10				*1,248 15 7
30 Sept. - „	90 16 8				
31 Dec. - „	110 9 4		30 June - „	298 6 1	
31 March 1858	230 15 6	524 19 4	30 Sept. - „	212 15 –	
30 June - „	170 14 11		31 Dec. - „	171 11 3	
30 Sept. - „	83 – 7				
31 Dec. - „	42 15 6				
31 March 1859	196 10 –	493 1 –	31 †March 1861	497 2 5	1,179 14 9

* The difference between this sum and that in the previous statement, is occasioned by the amount of the receipt stamps being added to the latter.

† In this quarter the arrangement for advances on account of extraordinaries came into operation.

N.B.—The extraordinary accounts are paid quarterly.

2793. Is that sum allowed for contingencies or extraordinaries?—No, there is no distinction.

2794. I mean by contingencies, certain expenses which are actually within the view of the head of the mission or of the staff, and by extraordinaries, I mean expenses incurred for things that may not be foreseen?—We have no other definition; "extraordinaries" comprises everything.

2795. Lord *Harry Vane.*] You have no contingencies?—No.

2796. There are no expenses allowed for contingencies?—No; they are sometimes called contingent accounts, and sometimes extraordinary accounts.

2797. Mr. *Layard.*] Have there not been great complaints made as to the rejection of the vouchers supplied for extraordinaries of the trouble given to a

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minister in sending backwards and forwards before an office has been satisfied with them?—None have come officially before me. I am aware that accounts have been objected to on the ground of being insufficiently vouched, and which occasioned at one time considerable delay; but my attention having been called to it, or rather having given my own attention to it, I laid down a rule that the settlement of the extraordinaries generally should not be delayed, on the ground of being imperfectly vouched for, but that those items which were properly vouched for should be passed, and that the irregular items, or those unvouched for, should stand over till the next account, and be referred back to the minister.

2798. Mr. *FitzGerald.*] I understood you to say, that the regulation that was made in February, is limited to certain Courts?—Yes.

2799. And not extended to all the Courts?—No. I see no reason why it should not be; we proposed it generally, but the Treasury said, that in the case where the expenses were small, it was scarcely worth while to do it.

2800. If the salary is small, the injustice to the man who receives that small salary is the same if he has to advance a small sum as it is in the greater missions, where a man receives a larger sum, and has to advance a larger amount?—Yes; I should be glad to extend it, and, as I said, we proposed it to the Treasury.

2801. Mr. *Layard.*] Has the attention of the Foreign Office been called to the state of the Embassy House at Paris?—Not recently.

2802. Are you aware that the house still remains in a totally unfinished state?—I do not know it officially; I have heard something about it privately.

2803. It has been stated in evidence that the reception rooms in the house at Paris are quite unfinished, the ceilings not even being plastered, nor the floors finished?—I have heard that out of doors.

2804. The Foreign Office has nothing to do with the state of the house at Paris?—No; it is in the charge of the Office of Works.

2805. If it were represented that the house at Paris was in the state I have described, would you make any representation to the Board of Works upon the subject?—Yes; I presume we should.

2806. Do you know the state of the house at Constantinople?—I should hope that it is in good repair; the houses at Therapia are, I believe, in a very bad state.

2807. Can you state to the Committee what the house and premises connected with the Embassy at Constantinople have cost; in Pera?—I do not know, officially, what the cost has been.

2808. *Chairman.*] Will you have the goodness to put in the two papers to which you have alluded, and also any additional circulars that you may desire to lay before the Committee?—Yes. (*The same were handed in.*) I mentioned, in my former evidence, that it was under consideration to define more accurately the relative position of the consular to the diplomatic service; that has since been done, and a circular to that effect has been sent, a copy of which I will put in (*the same was handed in*). Then I also mentioned that it had not been thought necessary to define accurately the relative position in a mission of the naval and military officers who might be attached to it. It was thought unnecessary to define it; but a question has since arisen which has rendered it necessary to do so, and a circular instruction on the subject has just been sent out, a copy of which I also put in (*the same was handed in*).

Vide Appendix.

Vide Appendix.

Vide Appendix.

2809. Mr. *Hope.*] It appears by the Foreign Office list that there are now 40 paid attachés, and 49 unpaid attachés; is not that a larger proportion than usual of paid and unpaid attachés?—I have not looked back to see, and I am not able to say.

2810. Are none of those who appear as unpaid attachés paid in other ways, to your knowledge; for instance, at Paris?—Mr. Attlee, at Paris, and Mr. Michel, at St. Petersburg, appear as unpaid attachés; they have special salaries on account of their services; the one as registrar and librarian, the other as translator.

2811. Do you consider it to be an unusually large proportion of paid to unpaid attachés?—I am not prepared to say that it is an undue proportion.

2812. Mr. *Layard,*] Supposing that it were recommended that diplomacy, in the lower stages below the head of a mission, should be regarded as a regular profession, and that the number of the attachés, or (if you changed their titles) first

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first and second secretaries, should be limited; do you think there would be any practical difficulty in carrying out such a scheme?—We might be rather embarrassed for money; but I should not object in principle to what are now called unpaid attachés being paid on a scale; but I doubt as to a strict limitation of numbers.

2813. Supposing that you reduced the number?—I should doubt very much whether we should be able to reduce the number, because you must always allow, at every mission, for people being absent on leave; the establishment must be on such a footing that you can allow people to have a reasonable amount of relaxation, and to be absent on leave.

2814. Would it be practicable to make the lower grades of diplomacy (I mean below the rank of heads of missions) a regular profession, in which there should be a certain number of men, as it were, entered?—It would be rather difficult, perhaps, to limit the number very rigorously, and I should be unwilling to do so; I think it would make it necessary to shift the men from place to place a good deal more than is desirable, to provide for sudden emergencies.

2815. Lord *Harry Vane*.] Would you not thereby limit the choice of the minister, and make him absolutely dependent upon a choice from a few individuals, whom he might not approve?—I thought the question rather applied to the introduction of new people into the profession.

2816. Mr. *Layard*.] You have a certain number of clerks in the Foreign Office for example; would it not be possible in the same way to have a certain number of paid attachés, or a certain number of secretaries in diplomacy, equal to the requisites of the service; but that the numbers should be limited and retained?—I do not think that you could work that arrangement; there is no strict analogy between the Foreign Office and a mission abroad. If we are pressed by business in one division, we have other divisions to which we can go for assistance; at the present time there are 40 clerks in the office, and we divide them into eight divisions, giving five clerks to each division: if a pressure occurs in one division, we can at once obtain temporary assistance from another; but this would not be the case in a mission.

2817. Are you aware that in the French diplomatic service the numbers are limited?—Without knowing exactly how they work their diplomatic service, it is impossible for me to give a fair answer.

John Gorham Maitland, Esq., called in; and Examined.

2818. *Chairman*.] I BELIEVE you are Secretary to the Civil Service Commissioners?—Yes.

J. G. Maitland, Esq.

2819. How do your duties bear upon the question of diplomatic examinations?—The order in Council under which the Civil Service Commissioners act, is dated the 21st of May 1855, and in December of the same year arrangements were made by Lord Clarendon, who was then at the head of the Foreign Office for the examination of candidates nominated for the diplomatic service, as unpaid attachés, and also for the examination of unpaid attachés when nominated as paid attachés. It was to be required of candidates, "That they can write a good bold hand with distinctly formed letters. That they can write English and French quickly and correctly from dictation. That they understand French well; can make an accurate and a good translation of any French paper into English, and of any English paper into French; and speak French with tolerable ease and correctness. That they can make an accurate and good translation into English of a paper written either in German, Spanish, Latin, or Italian. That they have a general knowledge of geography. That they can make a clear and correct précis, or abstract, in the form of a narrative, of any collection of papers placed in their hands. That they have a general knowledge of modern history since the year 1789, and especially of the history of the country to which they are about to proceed, as regards its internal constitution and its relations to other Powers." Candidates nominated as paid attachés was to have "a speaking and writing knowledge of the languages of the several countries in which they have resided since their first appointment in the service; also to draw up reports on the general, commercial, and political relations of those countries, and they were also to be examined in international law. With regard to unpaid attachés, it is to be mentioned, that the portion of Heeren's Historical Manual which treats of

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the history of Europe since 1789, and the fourth volume of Russell's Modern Europe, were to be taken as text books; and it should be added that the examination in international law of candidates nominated as paid attachés was limited to Wheaton's Elements and Wheaton's History. In 1857 correspondence, which is printed in the Third Report of the Commissioners, took place with regard to the selection of authors and the best mode of *vivâ voce* examination. In July 1858 Lord Malmesbury modified Lord Clarendon's regulations, and the alterations which were made were as follow: In the examination of unpaid attachés, the requisition that a candidate should write a good bold hand was omitted, the second language was omitted, and the phrase "a précis of any narrative of facts or historical events" was substituted for "précis in the form of a narrative of any collection of papers." At the same time a particular mode of testing orthography which had been used by the Commissioners, was objected to by Lord Malmesbury and abandoned. In the examination of candidates nominated as paid attachés, "one other language besides French" was substituted for "a speaking and writing, knowledge of the languages of the countries in which they have resided." It was also notified to the Commissioners that candidates would in future be sent to them at the end of two years after entrance into the service, and not, as before, on promotion. In August 1859, Lord John Russell revived Lord Clarendon's regulations. The correspondence is printed in the Appendix to the Fifth Report of the Commissioners, at page 123. It was at the same time arranged that those who had been preparing for examination under Lord Malmesbury's regulations should not be affected by the change. I believe I have no further statement to make with regard to the subject of examination, as they have been from time to time modified. I have the statistics as to the number of nominations and examinations.

2820. Will you have the goodness to put in the number of the examinations which have taken place?—The examinations have been as follows: of unpaid attachés, in 1856, 9 were nominated, 5 certificated, and 3 rejected; in 1857, 13 were nominated, 9 certificated, and 5 rejected; in 1858, 19 were nominated, 13 certificated, 4 rejected, and 1 declined; in 1859, 20 were nominated, 10 certificated, and 5 rejected; in 1860, 2 were nominated, 1 certificated, and 1 rejected; in 1861, (five months,) there have been no nominations; making in all 63 nominated, 44 certificated, 18 rejected, and 1 who declined. The latest certificate is dated April 1860, and the latest rejection March 1860.

2821. Are those who have failed once permitted to present themselves again for examination?—Undoubtedly.

2822. How frequently may that happen?—There has been no limit.

2823. Have many of those who have failed undergone another examination, and passed?—Yes; re-nominations have not been unfrequent.

2824. Therefore the list that you have given might include several re-nominations?—Certainly.

2825. Lord *Stanley*.] In the case of a candidate who has failed once, his appointment is considered as cancelled, unless there is a fresh nomination?—Certainly; with regard to the paid attachés, in 1856, there was 1 examined, and 1 certificated; in 1857, 2 were examined and certificated; in 1858, 5 were examined and certificated; in 1859, 10 were examined, 9 certificated, and 1 rejected; in 1860, 15 were examined and certificated; in 1861, 4 were examined, 3 certificated, and 1 rejected; making in all 37 examined, 35 certificated, and 2 rejected.

2826. Have any persons, on appointment as paid attachés, declined an examination?—No; not after the nomination was announced to us. I cannot tell what may have happened before the nomination was announced to us.

2827. With regard to the first examination, I understand you to say that the first requisition, as to writing a good bold hand, is now restored?—Yes.

2828. *Chairman*.] And the present regulations on which you act are those of Lord John Russell, dated August 1859?—Yes.

2829. Do you think that those regulations are effective for the purpose for which they were designed?—To answer so general a question, I must have a knowledge, which my official experience does not give me, as to the peculiar requirements of the diplomatic service, and the extent to which they are now met.

2830. How far is it within your cognizance that the conditions which are here proposed are fairly carried out in the practical working of the examination?—I have no doubt that the tests, as specified there, are fairly applied.

2831. Are you present at any of those examinations?—No.

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2832. To what is your authority in the matter confined?—I can hardly be said to have any authority in the matter; the papers occasionally come before me, either for collateral inquiries, which may arise, and in some cases they have been referred to me for an opinion, when the Commissioners were in doubt; but, as a rule, I do not see the papers. Of course I can see them, if I have any reason for wishing to see them.

2833. In whom does the ultimate decision rest, as to the acceptance or rejection of a candidate?—With the Commissioners. No candidate has been either rejected or passed without actual inspection by the Commissioners of the papers of that candidate.

2834. By what Commissioners?—The Commissioners are Sir Edward Ryan and Sir John Lefevre.

2835. No candidate, therefore, is rejected without Sir Edward Ryan or Sir John Lefevre having formed a judgment upon the matter?—One or other of them.

2836. Mr. *Layard.*] Your duties are merely those of secretary, to transmit the papers, and to do any other official business?—Yes, certainly. The Order in Council, under which the Commissioners act, refers to four points—age, health, character, and knowledge and ability. All the correspondence, whether official or otherwise, as to age, health, or character, devolves upon me.

2837. Would the decision devolve upon you?—No.

2838. You merely ascertain the facts, and transmit them to those who have to decide upon them?—Certainly.

2839. Lord *Harry Vane.*] Who gives out the papers?—Mr. Walrond.

2840. *Chairman.*] By Lord John Russell's regulation it appears that the limit of age is from 18 to 25?—Yes.

2841. Have you certificates upon that matter?—Yes; we require evidence of age.

2842. Do you also require evidence of health?—Yes.

2843. By what means is that procured?—In the diplomatic service we require only a medical cestificate from the candidate's own attendant, or from the practitioner to whom he chooses to refer, unless a doubt arises.

2844. In what way; is there any evidence afforded of the character of the person who is a candidate?—There are forms in use at our office which have been from time to time amended, and which we consider ask questions likely to elicit replies more trustworthy than the general statements which are often put upon paper.

2845. Is the effect of these moral certificates to relieve the Minister of any responsibility as to the moral character of the persons whom he appoints?—We have not taken that view of it.

2846. What do you consider to be the meaning of those moral certificates?—They are obtained to satisfy a condition of the Order in Council; to show that "the character of the candidate is such as to qualify him for employment in the public service."

2847. They are the same conditions as those which any candidate complies with?—Yes.

2848. Therefore, they do not refer to any peculiar qualifications for the diplomatic service?—No.

2849. Lord *Stanley.*] A certificate to character is in the negative is it not; that is to say, that there is nothing against the candidate?—Yes; to a great extent.

2850. *Chairman.*] Does it come within your capacity as secretary to make any arrangements for the examinations?—Certainly.

2851. Are you answerable for the competency of the examiners?—No; the examiners are selected by the Commissioners and not by me.

2852. In what way are you connected with the actual process of the examinations?—I am not connected with it; I have all the official correspondence either with the office or with the candidate.

2853. In that official correspondence, have you had any complaints made of hardship or injustice being done to the candidates?—No instance at this moment occurs to me, although it is possible, that such instances may have occurred.

2854. You do not now remember any instance in connexion with the diplo-

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matic service?—Certainly not, except Lord Malmesbury's letters, which are in print.

2855. With regard to the examination of paid attachés, does that rest upon Lord John Russell's circular of August 1859?—Perhaps more properly upon Lord Clarendon's circular, because Lord John Russell revived Lord Clarendon's regulations.

2856. By whom are the examinations of candidates conducted; I mean the candidates for paid attachéships?—By Mr. Walrond or his colleague.

2857. By the same parties as the other examinations?—Yes; assistance being asked in the case of modern foreign languages.

2858. Is there any foreign gentleman on the staff?—Not on the staff; but there are gentlemen whose names will be found in the last report, who are from time to time employed by the Commissioners when occasion arises.

2859. Mr. *Hope*.] With reference to your responsibility as regards the conduct of the examinations generally under the Commission; I apprehend the principle is the same as in all Government offices, namely, that the responsibility rests with the head?—Undoubtedly.

2860. Mr. *Baillie Cochrane*.] Am I to understand you to say that all the papers and answers of the candidates are examined by the Civil Service Commissioners?—I did not intend to convey the impression that every paper was looked at, but that the file was looked at.

2861. Who, in point of fact, does overlook the whole of those papers, when there are so many gentlemen competing for situations, and who decides on their claims?—I had better perhaps give a more detailed answer. Mr. Walrond and his colleague would in such a case give marks, and those marks would go to the Commissioners; and there would also be in many cases a general notice as to the way in which each man had acquitted himself in a subject, and at any rate the marks would guide the Commissioners; they would refer to the marks and if necessary refer to the papers themselves, but I cannot say how much is done in each particular case.

2862. Have you ever made a calculation as to how many persons go up to be examined before the Civil Service Commissioners in a year?—The reports give the statistics in great detail.

2863. Who is the ultimate authority that decides on the respective claims of the candidates?—The Civil Service Commissioners.

2864. Are the candidates examined before Mr. Walrond?—They are not examined in the presence of the Commissioners, and they are so far examined before Mr. Walrond that the Commissioners have no personal intercourse with the candidates, and he has.

2865. Mr. *Hope*.] In the case of speaking French, if any question arises upon it, does that go to the Commissioners in any shape, and do they exercise an opinion upon it?—It has been the rule that Mr. Walrond should be present at such *viva voce* examinations, and the Commissioners would consult with him in a case of doubt.

2866. But they could not exercise personally any opinion upon the subject?—No.

2867. *Chairman*.] Is the examination with regard to international law of such a nature as to its requirements, that it would be satisfied by the ordinary examination for the Inns of Court?—I do not know what that examination is; but our examination is limited to two books: Wheaton's Elements and Wheaton's History.

Theodore Walrond, Esq., called in; and Examined.

T. Walrond, Esq.

2868. *Chairman*.] WHAT function do you discharge in the office of the Civil Service Commissioners?—I am the senior of the two permanent Examiners.

2869. Does that examination extend to the whole of the civil service?—Yes, not including India.

2870. Do all the examinations at present made for the diplomatic service come before you or your colleague?—Yes.

2871. With regard to the first point, namely, the writing a good bold hand, do you generally find that satisfactory with regard to the diplomatic service?—I think, as the Commissioners say in their last Report, that the whole subject of handwriting

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handwriting is rather unsatisfactory, and perhaps the Foreign Office candidates partake in that with the others; but upon the whole, I think that they come up to the requirements in that point better than the candidates for other offices do.

2872. You have a different examination, have you not, for clerkships in the Foreign Office and for the diplomatic service?—Yes.

2873. Does that difference extend to the treatment of languages?—For the diplomatic service a candidate must be able to translate from some other language besides French. Candidates for clerkships, for which the examinations are competitive, are examined in French, and also in translating from German and reading the German character.

2874. Mr. *Hope.*] The written character?—Yes.

2875. *Chairman.*] With regard to the second language to be taken up, and which may be either German, Latin, Spanish, or Italian, is there any one of those languages which is taken up more frequently than the others?—The languages taken up by the unpaid attachés have been as follows: Latin 11, German 18, Italian 8, Spanish 1, and Polish 1; and additional languages have been in many cases taken up for honorary certificates.

2876. Is the Latin examination such as you might consider to be satisfactorily passed for an ordinary University degree?—Certainly.

2877. Would there be any objection as to the Latin examination that an ordinary University degree might be considered as a substitute for it?—None as regards the height of the standard. The difficulty would be to determine what certificates the Commissioners should receive, and what certificates they should not receive; whether they should accept Oxford and Cambridge *testamurs*, and not those of other Universities, Dublin and Durham, and so on; how far they should go, and where the line should be drawn.

2878. And also the Scotch Universities—Yes; of course.

2879. With regard to Oxford and Cambridge, you would say, I suppose, that a certificate from either would be satisfactory?—Perfectly.

2880. As to the French language, what is the test that you apply as to French conversation, or the power of speaking the language?—The French examiner first dictates a passage, generally out of some tolerably simple historical book, which the candidate writes down; he then begins to converse with him on any subject that he thinks will elicit an answer, and after conversing with him for 20 minutes or half-an-hour, he forms his opinion as to how readily, how fluently, and how correctly he can express himself in French.

2881. It must be a very arbitrary distinction, must it not, as to the ability of a candidate in speaking French?—It is a case in which there is nothing to show afterwards to substantiate the opinion formed; but it is a matter with regard to which any one present would, I think, be able to form a very distinct impression.

2882. Are you always present at these examinations?—Either myself or my colleague; almost always myself.

2883. Have you remarked any decided distinction between the gentlemen who have been educated abroad, and those who have only received an ordinary English education?—I never have officially any knowledge as to where they have been educated; it is only by accident that I know; and I have never attended to that point.

2884. Is it very easy to perceive whether a young man possesses that command of the French language which can only be acquired by a familiar use of it, or that which is only acquired by study?—Very easy, indeed, and also to perceive the style of French which he has acquired, whether it is that of the best classes or of the inferior classes.

2885. Are there different marks given to candidates according to the degree of their accomplishments?—Yes.

2886. Within what range?—The plan adopted in that particular examination is to take a maximum number of marks, viz., 100, and to request the French examiner to set down what proportion of that number he thinks the candidate deserves.

2887. Can you inform the Committee what proportion of those marks have been obtained by candidates for speaking French?—Taking the unsuccessful along with the successful, the highest mark given has been 90, the lowest 40, the average 72.

2888. Is a facility in speaking the French language more or less indispensable?—Yes; every one of those points which are mentioned in Mr. Hammond's letter

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of December 17th 1855, is considered indispensable. Of course the Commissioners exercise their discretion as to which are the most important, and which regulations are to be construed most strictly; but that is one to which I may say that considerable importance is attached.

2889. Has there been any case in which any young man has passed an examination for an unpaid attachéship without possessing more or less a facility in speaking French?—No case.

2890. With regard to the learned languages; when a young man takes up the Latin, is it necessary that he should take up any foreign language?—None besides French.

2891. Therefore an ordinary classical education, a facility in speaking French, and writing it with tolerable correctness, a general knowledge of geography and history, and the power of writing a clear and correct précis on any subject, would be sufficient to pass any young man through his examination?—Certainly.

2892. Mr. *Layard.*] Do you think that sufficient attention is paid in the examinations to English composition?—English composition, as such, is not prescribed as one of the subjects in this examination; the candidates are not specially tested in this.

2893. Is it not advisable that they should have a knowledge of English composition, so as to be able to write elegantly and correctly?—Yes; I think it is very desirable, but the settlement of the subjects of examination does not rest with us; in fact, they were arranged by Lord Clarendon.

2894. While they are examined in French and in foreign languages their own language is neglected?—Or, it is taken for granted. I should, perhaps, mention, that some of the candidates have failed in English in point of orthography.

2895. Have you found the orthography recorded in these examinations?—Yes.

2896. Upon the whole, do you find that the young men who have undergone an examination for the Diplomatic Service have been competent to write in English correctly and elegantly?—Yes; I think that they have shown that, generally, in their précis, and in their answers to historical and other questions.

2897. You confine yourself in the examinations merely to the subjects which are mentioned in the regulations, and therefore you do not examine them with special reference to their career in diplomacy?—No, not at all.

2898. You accept the subjects given in the regulations for examination as the test of their diplomatic capacity?—Exactly so.

2899. Lord *Stanley.*] In every case, when you make an unfavourable report of a candidate, do you send up the examination papers to the Commissioners, together with that report?—Always; in fact it can hardly be said that we ever make an "unfavourable report"; we report in detail upon each point of the examination, and the sum may be unfavourable; but we never put it in the form of a recommendation either to reject a candidate, or to grant his certificate.

2900. You supply the materials, but you do not draw the conclusion?—Nor even indicate our opinion.

2901. Mr. *Grant Duff.*] You have had very great experience in examinations both as examiner and examinee?—Yes; I have had a good deal.

2902. You have had very great opportunities of observing young men?—I have.

2903. You were, I think, a master at Rugby for some time?—Yes.

2904. And you were, I think, college tutor at Balliol?—Yes.

2905. I will read to you a sketch of an examination; "first day, Latin and Greek; second day, English history and literature; third day, translation from French into English, and from English into French; translation from German into English, and from English into German; fourth day, a paper of general questions in modern history down to 1789; a paper of much more minute questions on the period from 1789 to our own times; fifth day, an English essay, précis writing; sixth day, a *vivâ voce* examination partly conducted in French and German, and in the course of which, a candidate should be permitted to show his proficiency in any other language with which he was acquainted. The object of the *vivâ voce* examination should be to test whether the candidate had travelled pretty extensively, and had made an intelligent use of his time while travelling. A mixed paper of questions on Roman and international law." Will you be good enough to say whether or not a reasonable number of the young men

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men who leave Oxford every year, could not, after 12 or 14 months spent on the Continent, highly distinguish themselves in such an examination?—Omitting the words "highly distinguish," which might be carried up to any height of proficiency, I should think that there are a great number of men who leave Oxford every year, capable of passing that examination within a couple of years after they have taken their degree (possibly excluding international law, which seems to me to require a special training), unless the standard were made unreasonably high. Those are just the subjects which every man reads who goes in for honours at Oxford in the classical school, and the history school (as many now do), and who has at the same time a turn for foreign languages.

2906. What do you think would be the best plan of selecting persons for the lowest grades in the diplomatic service?—The best plan, ultimately, I can hardly doubt, would be some modification of the open competition system, limited only by imposing conditions of eligibility, which might be made as stringent as was thought fit. But until we have more experience of the results of open competition, it would probably not be thought desirable to make an experiment in the case of such important appointments as those in the diplomatic service. But I should say that many of the advantages of open competition, it seems to me, might be attained without the risks that attach to it, by holding a yearly examination, not competitive, but open to all who chose to present themselves. The examination might be in whatever subjects were thought desirable; including, for instance, Greek and Latin as the staple of a liberal education in England, French certainly, and at least one other modern language, and modern history; the standard being high in French, and moderately high in the other subjects. If a list of the candidates who passed such an examination were submitted to the Foreign Secretary, he would then be able to choose amongst them; and he probably would get in that way the best men that were to be found in England, at once qualified and desirous of appointments. I should be glad to be allowed to make another suggestion, not as my own, for I believe it originated with some members of the diplomatic service themselves, who said, that they thought it would have been a great advantage to them if they had been allowed to work for six months or a year in the Foreign Office at home, and to study there under the direction of the heads of the office, especiallyupon the following subjects: international law, and modern history as connected with it; the language of the country to which they were going to be appointed; and also its social and political condition; in all which subjects the best sources of information would be open to them at the Foreign Office.

2907. You say that that is wished for by some of the junior members of the diplomatic service?—I have heard it so stated.

2908. We have been told in this Committee that if young men were selected, after passing a very difficult examination, the result would be that they would consider themselves above the ordinary drudgery of a chancery, that they would not do their work, and that they would be very much less efficient public servants than the persons who are nominated according to the present system; do you believe that would be the case?—As examiner, I have officially no knowledge of the subject.

2909. From your knowledge of young men you would say, I suppose, that those who take high honours at Oxford are generally much steadier, and much more likely to prove useful public servants, than the men who do not?—Certainly more steady and more given to work; and I may add that I have heard, although, of course, my information is not official, that some of those who have passed the best examinations before us have also shown themselves remarkably diligent and attentive to their duties in the chancery.

2910. Looking back to your Oxford experience, you would say, would you not, that the men who take honours there were, as a general rule, superior in moral character to the men who did not?—Comparing one class with the other, I think, certainly, that that is the experience of everyone.

2911. *Chairman.*] Are you satisfied with the manner in which the examination in French is now conducted; and can you mention the person who so conducts it?—The French examiner is M. Dupont, who brought to this country the highest possible testimonials from M. Salvandy, who had known him very well in private as well as in a public capacity; he spoke of him as "one of the most distinguished Professors of the University of Paris"; a Professor, not in the sense in which every teacher of languages adopts the title, but a Professor in the

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English sense of the word. If the Committee wish for the testimonials I can produce them.

2912. Were they testimonials of a very high character?—Yes; not only from the gentleman whom I have named, but from the late Chevalier Bunsen, and from the present Dean of Christchurch, then head master of Westminster School.

2913. With regard to the oral examination in French, does it satisfactorily lead to a conviction in your mind that a young man is thoroughly familiar with the French language or not?—I think that it quite satisfactorily establishes the fact, one way or the other, although often the fact is not satisfactory.

2914. Mr. *Hope.*] When you say that the moral character of those who take honours at a university is superior to that of those who do not, I presume you do not mean to imply that there is not a large majority of those who go to a university, and do not take honours, whose moral character is not in every respect as good as that of those who do?—Certainly not; I did not mean to imply anything contrary to that.

2915. You were asked as to the possibility of a great number of those who leave the universities, passing through such an examination as that of which an outline was read by Mr. Duff; and in your reply in the affirmative you referred, I apprehend, to those who take honours?—I think that no man could pass that examination well, without having taken honours in some of the branches.

2916. Going back to your knowledge and experience of men at the universities, who took honours, what do you think they generally look forward to in after-life; are they not usually the prizes of the Bar or the Church?—I should think that the great majority do.

2917. Of those whom you have known who have taken university honours, and have had at the same time to earn for themselves a subsistence in life, can you recal to mind any number who you think would have been willing to enter the diplomatic service, with the prospect of remaining some years without payment, and afterwards rising as slowly as diplomatic servants do?—I do not think that the number would ever be very large, but for that very reason it would be more select.

2918. Suppose that you imposed such an examination as required very high attainments, do you think that you would find many young men who could pass, or would be willing to pass such an examination, or, in fact, a sufficient number to supply the wants of the diplomatic service?—I would answer that question in this way; I think I could myself point out several junior members of the diplomatic service at the present time who are quite capable of passing that examination—men who have been at a university, and are therefore capable of passing in Latin and Greek, who have travelled, and are thoroughly acquainted with French and German, who have passed an examination in modern history and law at Oxford, and who are, in every respect, intelligent men. Such men, I think, would pass that examination.

2919. Supposing the standard were to be made as high as that suggested by Mr. Duff, do you think, looking at those young men who come before you as candidates for admission into the diplomatic service, that the number of those who would be capable of passing such an examination would be sufficient to supply vacancies as they occur in it?—All would depend upon the standard; because the number of subjects in which a man is to be examined has no necessary relation to the standard required in each.

2920. When you referred to those who took university honours as being the persons capable of passing the necessary examination, I presume that of course you meant that the standard of examination for the diplomatic service was to be analogous to the standard of examination for university honours; now taking that standard into account, do you think that there would be many of those young men who would be capable of passing the examination?—I think, as I have just said, some would pass it, and certainly some would not; what would be the numbers in each class, I could not undertake to say.

2921. Does not the preparation which would be necessary for such an examination imply the possession of large private means, and would not, in short, such an education as has been pointed out be a very expensive one?—Yes, certainly; and I understood that that was part of the object in making it a difficult examination, as it was thought that you would in that way secure that the successful candidate should be a person who had moved in the higher ranks of society.

2922. Turning

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2922. Turning to the French language, have you known in your experience many young men turned back for want of proficiency in speaking French?—With respect to French alone, three out of the whole number of 19.

2923. For a want of proficiency in speaking French?—That I am not able to say at the present moment.

2924. Can you say whether any have been rejected solely on the ground of a want of power to speak French?—At the present moment I cannot.

2925. The rejections on that ground must rest, must they not, entirely with you, or whoever is the French examiner?—As evidences of the fact; in all other cases, the papers are the evidences.

2926. You were educated at Oxford, and previously at a public school?—Yes.

2927. And you took honours?—I did.

2928. Therefore, you know what the general requirements are of an English education; in your opinion, is there, or is there not, any difficulty in combining the acquisition of the French language with such an education as you seem to have received, namely, a public school education, followed by the university?—I think that a man may learn to read French with the greatest ease along with his university education, and if he gives his time to it, he may learn to write it; but it is almost impossible to learn to speak it well.

2929. Can he learn to speak it well enough to pass your examination?—I am afraid that he can. I speak there rather out of my own province, which is only to submit the facts to the Commissioners; but I am afraid that it is not found possible to exact a higher standard of attainments in French than is attainable in the course of a school and college education.

2930. Mr. *Baillie Cochrane*.] Will you be good enough to explain what you mean by open competition; do you mean open competition without any nominations at all?—Yes.

2931. So that any person in the United Kingdom, whatever his position in society may be, may send in his name to ask to be allowed to compete?—That is what I spoke of as a perfectly unlimited competition; but when speaking of competition with reference to the diplomatic service, I said, that I thought it might be necessary to restrict it very much by imposing very severe conditions of eligibility.

2932. What do you think those conditions should be?—It would be possible to require that a candidate should be of a certain rank, although public opinion might be against that; but it would be quite possible, at any rate, to prescribe subjects which are practically confined to the higher classes.

2933. As a general principle, you mean, by open competition, that the son of the lowest person in the kingdom may send in his name, and compete for any situation?—That is the case with regard to the Indian service at present; but I do not know that I should ever think of recommending it for the diplomatic service; what I spoke of just now was an examination, open to all classes, but not competitive.

2934. You are of opinion, are you not, that a man who had been accustomed to good society would be more eligible for a diplomatic appointment than a man taken from the lower classes?—Certainly.

2935. What is the principle upon which you fix the marks; I observe that there are a certain number of marks fixed for each branch of the examination?—Yes.

2936. Say 250, or 1,000?—Yes.

2937. Are there so many questions ranged under each head?—Yes.

2938. How do you make a calculation as to the value of a number of marks; do you fix in your own mind a certain value to certain questions, and so arrive at the number of marks?—That is so with some examiners, but not with others; with some subjects, and not with others. To give a general answer to that question, I would say that the examiner has in his mind an idea from past experience of what the average of the candidates are able to do, and takes that as a sort of standard; anything above that he marks with a high mark, and anything below with a low one.

2939. Then there are not any fixed rules as to these marks, but different examiners act upon different principles?—In those small matters of detail.

2940. Do you see any objection to fixing the value of the marks which is assigned in the mind of the examiner to each question, so that the examiner of a candidate might know which question it was desirable for him to fix his attention

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tion upon?—I think that that plan would be liable to act with too great severity; for instance, a candidate might answer at great length one question in a history paper, and in answering that question might show a knowledge of almost all the points touched upon in the other questions. A man might answer the question, "Who was King Alfred," in such a way as to show that he had a very extended knowledge of English history. Of course that is an extreme case, but practically, I think, that most examiners, even if they do affix a certain value to each question, are obliged to leave a large margin, in order to rectify inequalities which arise.

2941. Are you not aware that since the system of examination has been introduced into the public service, that certain tutors have started up who have advertised to cram young men to enable them to pass their examinations?—I have heard so.

2942. Mr. *Layard.*] Do most of the young men who come before you show symptoms of having been crammed?—Some of them do; I should not say most of them.

2943. Have you formed any opinion as to the nature of the education given at a public school, either Eton or Harrow, to qualify young men to pass without cramming through the required examination for the diplomatic service?—There is one subject that he would probably not have read at all, which is "modern history from the year 1789"; that he would have to read, and if he were so disposed he might read it under the direction of what is called a "crammer"; but in Latin, if he took that up, or in French, he could easily pass.

2944. Do you know how the matter stands with regard to the Scotch and Irish Universities?—I can hardly answer that question, because I have never paid any attention to where a person comes from; generally I do not know the fact.

2945. You do not ask them where they come from?—Not at all.

2946. *Chairman.*] I understood you to say that each candidate must, to a certain degree, comply with the conditions which are laid down as separate conditions for examination?—Yes.

2947. The third condition is divided into several parts, viz., to know French well; to make an accurate and good translation of a French paper; to translate English into French; and to speak French with tolerable ease and correctness. Do you mean that you would pass a man in that third division of the examination, who understood French well, and who wrote it well, and yet who could not speak it at all?—No; but when I say no, I must not be understood to mean that I have anything to do with passing the candidates or not; but I believe I may say that the Commissioners regard each of those qualifications as indispensable.

2948. The phrase used is, "French with tolerable ease and correctness;" are the ease and correctness generally tolerable?—That is so much a matter of opinion as to the meaning of the word "tolerable," that I hardly know how to answer the question; but I certainly hope that future candidates will in time exhibit greater ease and correctness than they do now.

2949. Lord *Harry Vane.*] Practically, the standard is not very high now?—No.

2950. *Chairman.*] Do you see a way to establishing a higher standard as to speaking French?—The only plan that I think would raise the standard in French, as in everything else, would be to have an open examination; to let the nomination come after the examination, instead of before it. The Foreign Secretary might select from a list, not necessarily of successful competitors, but of candidates who had passed an examination to which they were admitted without being nominated.

2951. You mean a list in which M. Dupont would write down, "These gentlemen can speak French well"?—Exactly so.

2952. With regard to the second examination, will you just state the number of candidates, and how many of them have passed, or have been rejected?—Thirty-seven candidates have been examined, and there have been 35 certificates granted.

2953. Then only two have been rejected?—Only two paid attachés.

2954. Would those gentlemen have been rejected upon any one of the points upon which they were examined, or for general deficiency?—It appears that one was rejected upon French and international law, his report also being considered unsatisfactory; the other was rejected because he had an incompetent knowledge

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knowledge of German, which was the language of the country in which he had been.

2955. Mr. *Baillie Cochrane.*] Can these persons go up again for examination?—They require to be re-nominated by the Foreign Office; re-appointed.

2956. *Chairman.*] Has either of those gentlemen been re-appointed?—One has been.

2957. I see it is stated that these reports must be sent in, in the first instance, to the Foreign Office, from which they will be forwarded to the Commissioners; what is the object of that?—I believe it is, as is stated in the letter from the Foreign Office of December 17, 1855, in order that nothing of a private and confidential nature should go out of the Foreign Office.

2958. And that the reports should not allude to topics which might be inconvenient for public discussion?—Exactly so.

2959. I see that there is a despatch from Mr. Hammond, in February last, with respect to the examination for the Japanese interpreter; is the examination there proposed the same as that which was proposed for the interpreters in China?—I believe it is; certainly for this occasion.

2960. Have you examined any of the gentlemen according to the mode of examination laid down?—There were three such examinations in 1860; and we are going to have another immediately of a large number of competitors.

2961. Would not the fact of a gentleman having acquired a knowledge of the Japanese language be considered an advantage?—I should think so.

2962. Are we to understand that you would pass any person who was appointed to undergo these examinations without considering whether they had any knowledge either of Japanese or of Chinese?—According to the wishes of the Foreign Office, it would be necessary to do so.

2963. (To Mr. *Maitland.*) Can you give any explanation upon that subject?—It was stated to us in a letter which prescribed the subjects of examination, that Lord John Russell had been led to believe that such a knowledge of Chinese as could be acquired in this country would not be advantageous to the candidates on their arrival in that country.

2964. With regard to the examination for consular appointments, have you had to do with those?—Yes; but I am not at present prepared with information about them.

2965. Do you know whether all the persons who have been nominated to consular appointments have passed their examinations?—Officially I have no knowledge on the subject. There were three nominations last year, and three certificates.

2966. You cannot answer whether there have been consular appointments in the last and present years of persons who have been appointed without undergoing an examination?—We have no official information of consular appointments except when they are signified to us by letter from the Foreign Office; as a matter of common report, I think there must have been.

2967. Mr. *Layard* (to Mr. *Walrond*).] The Regulation says, that it is to be seen whether they can speak and write the languages of the several countries in which they have resided since their first appointment as unpaid attachés; is there any limitation to that; for instance, a young man who had been an unpaid attaché at Constantinople, what languages is he supposed to know?—In the letter of December 17, 1855, it is laid down that "Lord Clarendon would not exclude Russian, Turkish, Persian, and modern Greek from the list of languages to which a candidate who may have resided in the countries where they are spoken should be expected to have turned his attention; though he considers that much forbearance would be required in dealing with languages which, and especially the first three, are so hard to be acquired."

2968. You are probably aware that at Constantinople five or six different languages are generally spoken?—Yes, I have heard so.

2969. A young man, of course, would not be expected to pass in all those languages?—No. In case of doubt as to what languages a candidate should pass in, the practice has been (although it does not officially come under my cognizance) to communicate with the Foreign Office on the subject; and generally, I think, a lenient view is taken.

2970. Do they give notice to a young man of the language that he is expected to pass in?—I believe so.

2971. Mr. *Hankey.*] Do you see any advantage to the public service in having a second

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a second examination of young men for the diplomatic service?—It is most advantageous to them to have to pass in International Law, which is now the main part of the second examination. This subject might be introduced into the first examination, but I think that would not be nearly so satisfactory, because you could not expect a young man to know much of international law before entering the service.

2972. As far as the examination is concerned, provided a young man offers himself for examination, stating that he is ready to undergo a complete examination, do you see any objection to his being examined in full, if qualified, for a paid attachéship?—I think there would be great advantages in that plan; the only disadvantage would be this, that the necessity which now lies upon him to study the languages of the country in which he resides would be removed, and those who are inclined to be idle might take advantage of this. The requirement to write a report on the countries in which they have been, would also be removed; but I cannot say that I think that would be in most cases a great loss.

2973. Does it occur, not unfrequently, that young men appointed to the diplomatic service may be sent to a foreign station, and remain there for several years without having an opportunity of coming back; and if so, do you not think it would be advantageous to give him an opportunity of being examined in full if he considers himself qualified at the time to undergo the examination?—I have ventured to suggest a plan which I think would meet that, namely, that an attaché should not be finally passed and appointed until he had undergone a probation in the Foreign Office of six months or a year, to conclude with an examination in international law, among other subjects. After that, so far as I can see, it would be better that he should be entirely free from examination.

2974. Then you see no objection, provided a young man felt himself qualified to his passing a complete examination in the first instance?—None.

2975. Mr. *Layard.*] Upon the whole, do you think that the young men who have gone up for their examination as paid attachés, have passed creditable examinations?—Decidedly.

2976. So that you would infer that they had benefited by their residence at the Courts to which they had been sent?—Certainly.

2977. *Chairman.*] Have you any means of knowing whether they have acquired great proficiency in French?—No; for when they have passed as unpaid attachés in French, it is not the practice to re-examine them.

2978. Mr. *Layard.*] Is that the case with all other languages?—Yes.

2979. *Chairman.*] Do you think it is not advisable to re-examine them in French?—I think it would be.

2980. Mr. *Layard.*] When they write the reports upon the commercial and political arrangements of the country in which they have been, do they write them in a room, or are they written at home, and sent to you?—They are written at home, and sent.

2981. Therefore they may either write them themselves, or get other people to write them for them?—Yes; but it seems from the tenor of a letter from the Foreign Office upon that subject, that they are put upon honour.

2982. *Chairman.*] Are they voluminous?—Sometimes they are very voluminous.

2983 Mr. *Layard.*] They may refer to books or anything they like, may they not?—Certainly; of course a great deal is left to the candidate's own ambition, as to whether he will make a thoroughly good report, or a very poor one; there is the greatest possible difference among them, and we have had some that were extremely creditable.

2984. But a man may draw up a report without having lived a week in the country to which it refers, may he not?—Yes.

2985. *Chairman.*] I suppose those reports are sent to the Foreign Office, and it would be an object with the young men, knowing that they will be seen, to gain the reputation of having done something remarkable?—I should think so.

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Jovis, 6° *die Junii*, 1861.

MEMBERS PRESENT.

Mr. Baillie Cochrane.	Mr. Hope.
Mr. Grant Duff.	Mr. Layard.
Sir Minto Farquhar.	Mr. Monckton Milnes.
Mr. FitzGerald.	The Judge Advocate.
Lord Claud Hamilton.	Lord Harry Vane.
Mr. Hankey.	

MR. MONCKTON MILNES, IN THE CHAIR.

George Lenox Conyngham, Esq., called in; and Examined.

G. L. Conyngham, Esq.

6 June 1861.

2986. *Chairman.*] WHAT office do you hold in the Foreign Office?—I am Chief Clerk in the Foreign Office.

2987. Are you specially entrusted with the Financial Department of the Office?—I am.

2988. I believe it was by your direction that Mr. Hammond laid some papers before this Committee last Monday with respect to salaries and pensions?—I prepared some papers by Mr. Hammond's directions and with his assistance, which I believe he has laid before the Committee.

2989. One of those papers had reference to what would be the amount of the diplomatic pensions, supposing that they were paid, like other pensions, under the Superannuation Act, and it appeared that in that case a very large increase of expenditure would be incurred by the country?—Yes; I think it would be nearly 30,000 *l.* a year more.

2990. The sum of 180,000 *l.* is allowed by Parliament for diplomatic services and pensions?—Yes, that is the amount of the Parliamentary grant.

2991. Can you lay before the Committee a statement showing distinctly what has been the proportion of expenditure in salaries and in pensions since that allowance has been granted by Parliament?—The grant took effect under the Act of 1832, and I do not think that I could well do it, as it would go back beyond my time. But since 1841 or 1842, I should have no difficulty, with the assistance of the Treasury, where the pensions are paid, in making such a return. As far as the expenditure for salaries is concerned, that is, for the effective portion of the diplomatic service during the last ten years, there has been considerable fluctuation from year to year; sometimes a saving and sometimes an excess upon the calculation of 140,000 *l.*

2992. Has that calculation of 140,000 *l.* for salaries, and 40,000 *l.* for pensions been acted upon for some time?—Yes; the object of the Act of 1832 appears to have been to amalgamate the salaries with the pensions, and this has been going on since 1832.

2993. Am I to understand that you are limited to 140,000 *l.* for salaries, and to 40,000 *l.* for pensions?—No. By the Act of 1832, the amount for the effective and non-effective, the actively employed and the pensioners, was calculated at 203,510 *l.*, and a power was given to the Secretary of State to grant pensions to the amount of 2,000 *l.* a year, until the sum that was then charged fell to 180,000 *l.*; and when it fell to 180,000 *l.* a year, the contingency contemplated by the Act, the Secretary of State became *ipso facto* divested of the power of giving a pension, or of adding to the charge for salaries beyond that sum; but short of 180,000 *l.* a year, he may do what he likes with the amalgamated grant as it now stands.

2994. Nevertheless that distinction between the effective and the non-effective services has been adhered to generally?—No, because the two were so amalgamated, in order that the Secretary of State should not be restricted in taking from what might be considered the portion of the grant nominally assigned to the pensions, whatever might be necessary to provide for increased expenditure for the effective service.

 2995. Practically,

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2995. Practically, has that been taken?—No, it has not been separated at all; I do not know exactly how much has been paid by the Treasury, as the payments on account of pensions do not pass through my hands; but I know exa tly how much has been the charge for salaries in every year since the year 1841-2.

2996. Do you remember whether the liability for the effective services has in any case exceeded 140,000 *l.*?—I have here a paper that will show at once how the case stands; but it must be recollected that since the Act of 1832 a great number of salaries formerly borne upon the Consular Vote have been transferred from the Consular Vote and placed on the Diplomatic Grant; for instance, all the salaries of all our chargés d'affaires in South America: and this transfer alone has made a difference on the grant of more than 12,000 *l.* a year.

2997. Will you have the goodness to give in that paper?—This is it.

[*The Witness handed in the following Paper:*]

STATEMENT of the Amount of the ANNUAL CHARGE for DIPLOMATIC SALARIES for the last 20 years, from the financial year 1841-2 to the year 1860-1, both years inclusive; showing the Annual Savings or Excess in respect of the Charge, as compared with the Sum of 140,000 *l.*—being a portion of the Gross Amount of 180,000 *l.* a year granted by Parliament to defray the Diplomatic Expenditure—as well for Salaries as for Pensions.

YEAR.	Annual Grant.	Actual Charge.	Annual Amount of Saving.	Annual Amount of Excess.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.
1841-2 - -	140,000 - -	141,303 14 1	- - -	1,303 14 1
1842-3 - -	140,000 - -	137,207 5 9	2,792 14 3	—
1843-4 - -	140,000 - -	140,597 11 3	- - -	597 11 3
1844-5 - -	140,000 - -	137,302 2 6	2,697 17 6	—
1845-6 - -	140,000 - -	134,346 8 5	5,653 11 7	—
1846-7 - -	140,000 - -	137,905 19 1	2,094 - 11	—
1847-8 - -	140,000 - -	132,886 15 4	7,113 4 8	—
1848-9 - -	140,000 - -	132,803 1 3	7,196 18 9	—
1849-50 - -	140,000 - -	127,670 6 -	12,329 14 -	—
1850-1 - -	140,000 - -	125,090 - 10	14,909 19 2	—
1851-2 - -	140,000 - -	123,060 12 1	16,939 7 11	—
1852-3 - -	140,000 - -	126,095 6 4	13,904 13 8	—
1853-4 - -	140,000 - -	125,991 11 3	14,008 8 9	—
1854-5 - -	140,000 - -	125,834 14 8	14,165 5 4	—
1855-6 - -	140,000 - -	124,273 7 4	15,726 12 8	—
1856-7 - -	140,000 - -	132,312 18 7	7,687 1 5	—
1857-8 - -	140,000 - -	132,880 1 11	7,119 18 1	—
1858-9 - -	140,000 - -	141,174 7 9	- - -	1,174 7 9
1859-60 - -	140,000 - -	143,056 16 1	- - -	3,056 16 1
1860-1 - -	140,000 - -	145,972 10 8	- - -	5,972 10 8
£.	2,800,000 - -	2,667,765 11 2	144,339 8 8	12,104 19 10
Deduct Amount of Excess - - -			12,104 19 10	
Net Amount of Saving - - - -			132,234 8 10	

Foreign Office, 6 June 1861.

G. Lenox Conyngham.

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2997*. Are those savings paid over to the Consolidated Fund?—Yes. Formerly they used to accumulate, so that the deficiency of any one year was met by the accumulated savings of past years; but that was before the sum fell below 180,000 *l.*

2998. There would, therefore, be the means, if it were thought necessary, of adding to the salaries of some of the diplomatic officers, without coming to Parliament for any additional grant?—At present I think that there is, taking pensions and salaries together, a surplus of about 11,000 *l.*, allowing 140,000 *l.* for salaries, and for pensions about 21,800 *l.*, making together the exact sum of 168,794 *l.* Thus the liabilities are less than the grant by a little more than 11,000 *l.*

2999. Have you brought with you a copy of the life certificate which is required to be furnished?—Yes. (*The same was handed in.* Vide *Appendix.*)

3000. I see it is required that a diplomatic servant, before he receives his pay, should not only prove his existence, but also state whether he has been present or absent from his post during the whole of the quarter or any portion of a quarter?—Yes.

3001. Therefore, the life certificate has a separate value besides that of merely proving the identity of a person?—Yes; it enables me to give in a statement, at any time when required, of the actual service of any person who might apply at any future time for his pension, the pension being dependent upon the actual residence of a man at his post.

3002. Do you think you could dispense with that life certificate?—I think it would not be desirable to do so, because it would deprive me of the means of giving an answer to the Secretary of State upon questions of importance in regard to the grant of pensions.

3003. Upon the receipt of the life certificate, do you consider that the public officer has an immediate right to the possession of his salary?—Certainly.

3004. Does not delay frequently occur?—The certificate that is sent to the Treasury upon the receipt of the officer's life certificate, states that he is entitled to the amount of salary which is written against his name in the salary list which had already been sent to the Lords of the Treasury, and thence to the Pay Office, where it would be waiting until the life certificate should be presented.

3005. Does a delay frequently occur in the presentation of the life certificates?—Sometimes the men formerly were rather remiss in this matter, but they have now found out the inconvenience of delay, because it has now become clearly understood that "no certificate, no pay," and the consequence is, that they are much more alert in sending them in now than they were before, and, generally speaking, they are now received at the office in the course of a week or 10 days after quarter day, the interval of delay depending upon the locality of the sender.

3006. Who would have the benefit of the interest of the money after quarter-day and before the life certificate was sent in?—There is no money drawn between the sending in of the salary list and the reception of the life certificate.

3007. Therefore the Treasury is the gainer?—Yes.

3008. If a life certificate is received, can the agent for the diplomatic servant draw for the money?—No; the agent gets my certificate, and he takes it to the Pay Office, and receives immediately, at the Pay Office, a cheque on the Bank of England for the amount of the salary due, less income tax.

3009. I believe it is the practice of the agents in the Foreign Office to draw for the money?—All the agents in the Foreign Office get the money from the Pay Office the moment they take the certificate thither.

3010. Do they take the certificate to the Pay Office as soon as they receive the life certificate?—I imagine they do so; all they have to do is to come and get the certificate in my room, and they frequently come to ascertain what certificates are ready, then they take them to the Pay Office, and obtain a cheque for the money.

3011. I believe you act yourself as agent for persons in the diplomatic service?—Yes.

3012. Can you, in your name, and in the name of the other agents in the Foreign Office, state that you and they derive no personal advantage from any delay that may take place in the receipt of the salary?—As far as I am concerned, I derive no benefit whatever from any delay that may take place in

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receiving and paying over the salaries of my clients The day I receive a salary it is passed through my agency books; and in a day or two, or sooner, it is paid over to the private banker of the person for whom the money has been received.

3013. Do you believe that that is the general practice with the agents in the office?—Yes; I believe so. I have no reason to believe otherwise; perhaps there may have been formerly some delays on the part of some of the agents, but that is not so now. I do not think that there is a single case of delay of that sort.

3014. Do you see any practical objection to the present system of agency which prevails in the Foreign Office?—No, I do not. I think, with reference to my position as chief clerk, that it would be a very great inconvenience to me in working out the salaries, and in carrying on my financial duties, if I had not the agents to apply to for information upon many points that arise, instead of having to represent the matter officially to the Secretary of State, when despatches would have to be written and answers waited for, thus causing delays that are now avoided.

3015. Might there not be some suspicion of undue influence in the case of an agent being private secretary to the Secretary of State?—That I cannot say anything about; it is a question of human fallibility; people are prone to impute some dishonest motive to any person who may be thought to have an influence over another person having the power of giving something away; but I am confident that it would not be a fair charge to make against any private secretary whom I ever knew, and who happened to be an agent at the same time. I do not believe that there ever was a suspicion of the kind.

3016. Mr. *Layard.*] Have you looked at the evidence which has been given before this Committee?—No.

3017. Are you acquainted with the general tendency of that evidence?—Not further than as it relates to the particular financial business of my department.

3018. Supposing that such a change were introduced into the diplomatic service, as to make the period of service for an unpaid attaché definite, say not more than two years, and that after that period all attachés should be paid, and that pensions should be introduced, to which a claim should commence from the first appointment as paid attaché; have you made any calculation as to whether the present sum set apart for the diplomatic service would be sufficient to meet the expenditure which such system would entail?—I have not made any calculation upon the subject.

3019. Do you think it would or would not be sufficient, or have you formed any opinion about it?—I am not quite sure that if you paid all the attachés, that is made the unpaid attachés paid attachés after two years, as you say, that there would be a sufficient sum to meet that additional charge; but it would, of course, depend upon the amount which you gave to the unpaid attachés. Supposing that there is a surplus of 10,000*l.* or 12,000*l.* a year it would probably be sufficient; but you would be completely tying up the hands of the Secretary of State, and prevent him from increasing the salaries of the different missions abroad, creating new missions, or reviving old ones, you must have a larger grant under such circumstances.

3020. Supposing you reduced all the pensions to a definite scale, somewhat to the same scale as the pensions which are granted to civil servants in this country, do you think then that the present allowance would meet the expenditure?—I do not think it would, because power is provided only to appropriate 180,000*l.* without any reference to unpaid attachés at all.

3021. Is there much delay in the payment of the extraordinaries?—In almost every case where an account comes before me, prepared according to the very clear and definite regulations respecting the mode of keeping these accounts, there is rarely a delay of two days. If it appears that our regulations have been put aside, I generally mark upon the covering Despatch, "To wait—Query;" and then that case will not be looked into again, until I have got nothing else to do as respects the cases of others; I follow this course in order to compel our ministers abroad to be very particular about preparing their extraordinary accounts in the prescribed form, and in accordance with their instructions.

3022. Does that hold good since the change that has taken place with regard to the extraordinaries; that is to say, since a definite allowance has been made to heads of missions for them?—The change has only come into play for one quarter; it began from the first of the year, and it seems to be

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be going on very well; the accounts are generally as well prepared now as they were before; the only difference being in form where a deduction has been made from the gross amount of the account received equal to the amount of the bills that a minister has drawn for, towards the payment of his extraordinary expenses.

3023. Is the sum that is now allowed sufficient, in your opinion, to cover the usual extraordinaries?—If you mean the exact sum allowed to certain of our missions, I do not know that it is; but it is such an amount, that it does not leave a minister authorised to draw out of pocket much more than 100 *l.* in a quarter.

3024. At the present time, are any of the heads of missions considerably in arrear with their extraordinaries?—No; they send them in pretty regularly now.

3025. Has any diplomatic servant lately advanced a considerable sum for extraordinaries out of his own means?—I am confident, that at this time, there is not one account of extraordinaries outstanding, except those that are to come from South America, and those that came in the other day have been passed; the last accounts of extraordinaries at Constantinople, have not been passed yet; but that is no injury to Sir Henry Bulwer, because the amount of his bills drawn upon account leaves a balance against him of 200 *l.* or 300 *l.*

3026. Do you know what the allowance for extraordinaries, at Constantinople, is?—The ambassador is at liberty to draw, at the end of the first month of the quarter for 600 *l.*; at the end of the second month for 600 *l.*; and at the end of the third month for 1,500 *l.*, making 2,700 *l.*, towards meeting the amount of his extraordinary expenses.

3027. Does that amount, of 2,700 *l.*, include the pay of the dragomans and other employés?—Yes; all the usual extraordinaries, besides the pay of the dragomans.

3028. Mr. *Hankey.*] Why should not a draft, signed by a diplomatic servant when absent on foreign service, be considered equivalent to a life certificate?—There is no reason why it should not be, further than this, that if you dispensed with the life certificate you would make it impossible for me to know whether a man was absent or present at his post, and without such certificate I should never be able to say accurately what amount of salary was due in any given case; for if a minister be absent for any time on his private affairs, there is an abatement of half salary made for the whole period of his absence.

3029. Might not that be equally well stated in a letter to the Foreign Office, which, I presume, has constant communications with Foreign Ministers?—Not upon subjects connected with his money concerns, but it seems to me that if a Foreign Minister were to draw a bill upon his banker in London on the day when the salary was due, and he sent forward his life certificate at the same time, and it was passed to the Pay Office, that he would receive his money, the bill being negotiated abroad, sooner than he could receive it here, by a direct draft upon the Paymaster's Office; it is customary to draw bills abroad at 30 days' sight, and long before the 30 days had elapsed, after the quarter day, his salary would be payable here.

3030. Is the money receivable directly it is due, after the certificate has been received, or is there any reason why he should not have the money immediately; why should he draw at 30 days' sight?—I only suppose, if he wants to raise money at his post, that he would draw a bill on his private banker at 30 days' sight, which would have to be negotiated; and that would be pretty nearly the same as paying his salary on quarter-day.

3031. That would not be quite the same, as he would have either to pay 30 days' interest to his bankers, or lose the advantage of 30 days' interest in drawing a bill?—Not so; for he is indemnified for all losses on bills drawn on account of salary, whether the loss be occasioned by an adverse rate of exchange, or by the commission charged on the negotiation of such bills; while, on the other hand, he is obliged to credit the public with all gain by exchange. Moreover, he must, under any circumstances, draw bills upon some one in London, in order to obtain his salary.

3032. If he could draw a bill at three days' sight, is there any reason why he should wait for 30 days?—There is no reason why ministers should not receive their salaries immediately on the receipt here of their life certificates; and there is no reason why a minister should not send home his life certificate on the same day that he draws his bill at three days' sight upon his private banker.

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3033. Mr. *Hope.*] You have had a good deal to do with the messengers at the Foreign Office?—Yes.

3034. We have been informed that the system of remunerating them has been changed, and that they now receive fixed salaries instead of a mileage allowance?—Yes.

3035. Which system do you prefer, that of fixed salaries, or a mileage allowance?—I think that for all the purposes of the public service, it would be better to give them a fixed salary, and also a mileage allowance, such as was formerly the system.

3036. Mr. *Baillie Cochrane.*] Do you consider the present pay of the messengers sufficient; I believe there was an alteration made by Lord Malmesbury?—As to what may be considered sufficient for an individual's pay, it is not easy to say; but I think that the service performed by a messenger is well paid for by 525*l.* a year.

3037. What was the salary formerly?—The salary formerly was almost a nominal salary—I think 60*l.* a year; but then the emoluments were made up of salary and varying amounts of board wages. When a messenger was abroad, he received 13*s.* 4*d.* a day; and when at home, he received 6*s.* 8*d.* a day; then he had his mileage profit besides; these constituted the gross amount of his official emoluments; and the effect of that system was, that a messenger had no inducement to stay at home doing nothing, as he has now.

3038. The situation was much better formerly than it is now?—With regard to the emoluments I cannot pretend to say, but I fancy, from what has taken place, and what has passed through my hands, that the messengers generally made 800*l.* a year; that has now been reduced to 525*l.* a year; but then that 800*l.* a year must be considered as the average for all the messengers; each individual could not be said to have earned that amount; some made more, some less, so long as there was an allowance for mileage; in short, the men who travelled the most got the most money.

3039. *Chairman.*] On what grounds was an alteration made in the payment of the salaries of the messengers?—It was considered that they had too large an allowance for the work they performed.

3040. The effect of the mileage system was to give them too much money?—Yes.

3041. Might not the same result have been attained by reducing the amount of the mileage allowance?—Decidedly; and it is to be hoped that before long there will be some arrangement made by which the mileage allowance will be restored, but upon a reduced scale, so that the salary and emoluments shall not exceed perhaps from 525*l.* to 600*l.* a year.

3042. Do you find the same class of gentlemen applying for the situation of messenger, as under the former system?—I believe so; I do not see any difference; they are as respectable a class of men as can be met with anywhere.

3043. Are the clerks who are employed in the Foreign Office superior in ability to those who were formerly employed, and before the introduction of the Civil Service examinations?—I cannot say that I think they are; I think that the system of education in this country is so conducted that young men are very rarely properly educated for useful purposes, and if they pass a good examination before the Civil Service Commissioners, it is, I believe, owing to their being gifted with good natural abilities and being judiciously crammed.

3044. Then, in point of fact, you think that you have not gained any advantage?—We have gained a negative advantage; that is to say, the system tends to keep out grossly ignorant and stupid persons.

3045. The *Judge Advocate.*] Do you attach any value to the life certificate that is sent in; is it beneficial in any way to the State?—The only value that I attach to it is that which has been already stated, that it enables me to know precisely whether a minister has been absent from, or present at, his post during any given time.

3046. Have you ever known an instance in which, if there had not been such a system, any loss would have accrued to the State?—No; moreover that would imply that a minister could be a dishonest man.

3047. Upon the assumption that a minister was an honest man, you do not think there is much value in the life certificate?—No; but I do not see how I could adjust, quarter by quarter, the amount of the salaries without some such arrangement; because my salary list must correspond with the life certificate prepared

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prepared for the Treasury and the Pay Office. If I should have made a mistake in the salary list of one quarter, by taking away too much from a minister as an abatement on account of absence, or by giving him more than he was entitled to, and which I may find out inthe course of the ensuing quarter, then the difference is adjusted in the next quarter's salary list.

3048. *Chairman.*] Do you rely entirely upon the word of a minister as to the extent of his absence?—When any man is about to leave his post, he notifies his intention to the Secretary State, and then, if I have the slightest doubt or suspicion that his certificate is not correct, I require to see the despatch in order to satisfy myself that the certificate is correct.

3049. Mr. *Hope.*] But you have, I suppose practically, no occasion to resort to that?—Never; sometimes they are remiss, as I have already said, in sending home their life certificates, but when my salary list is being prepared, and I happen to know that a man has been absent from his post, I send for the despatch to enable me to ensure, as far as I can, accuracy in the salary calculations.

3050. *Chairman.*] It has been suggested that it would be a great boon to the service, and that it would remedy the present inequalities of the service in a considerable degree, if, instead of paid attachéships, there were established the rank of second and third secretaries of legation, and that a commission should be issued to any gentleman holding such a post, so that his pension might date from that time; do you think, looking at the present state of the service, and the ordinary duration of it, that such an alteration would very largely increase the pensions?—I do not know how far it might affect the question of pensions; but so far as the question of giving a commission to a paid attaché as second or third secretary of legation may be in contemplation, I think it would be desirable that he should be allowed to calculate his services for a future pension from the date of that commission in the same way as is now done in the case of a secretary of legation; and thus instead of being called paid attaché, he should be called second or third secretary of legation.

3051. Supposing that such an arrangement were made, and effect given to it with regard to the gentlemen now in the service, would they not be entitled to a pension sooner than they would be under the present system?—Yes; the time would be measured by just the difference of time between the date of his present appointment of paid attaché and the time when in ordinary course of promotion he would have been made second secretary of legation. For the period between his appointment as paid attaché and his becoming a secretary of legation, the Government will have to compensate him in the calculation for a pension for that additional period of service.

3052. Therefore, taking into consideration, what you must understand better than we can, the usual duration of the public service, do you think it likely that pensions would be claimed under such a new regulation so much sooner than they are now claimed, that it would make any considerable increase in the amount of the pensions?—If I understand the question rightly, I should say that there is no disposition on the part of any one drawing full salary abroad to retire upon a pension; it is rather difficult sometimes to persuade sticklers to leave the service, and to go upon their pensions.

3053. Therefore, although there might be an apparent liability to an increase, it would not necessarily follow, according to the practice of the service, that the increase would be considerable?—I do not think it would make much difference one way or the other.

Colonel Charles Townley, called in; and Examined.

3054. Mr. *Layard.*] I BELIEVE you were for a long time in the service of the Foreign Office as Queen's Messenger?—I was in the service for 19 years.

3055. Are you still in the service?—No; I retired on a superannuation allowance two years ago.

3056. Were you in the service when the changes that have been recently made were introduced?—Yes.

3057. Then you have had experience both of the old and of the new system?—Yes.

3058. Will you be good enough to describe to the Committee the difference between the two as to the amount of income?—Under the old system it varied; it depended so entirely upon the amount of work which a messenger performed;

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if he had very hard work in Russia, or in Turkey, where he had to ride long distances, the pay was high, because the allowances were high; in Prussia and in France they were less, and consequently the amount of his income depended entirely upon the country to which a messenger was sent; I have known it vary, for instance, in my own case, 400*l.* and 500*l.* in one year. When I first became a messenger, there was a great deal going on in Turkey, and I went out three times either to Constantinople or to Alexinitza. My profits were then nearly 1,100*l.* in one year.

3059. Upon what system was the salary paid at that time?—There were certain allowances which were called mileage allowances; I cannot state the exact sum, but speaking generally it was perhaps 2*s.* a mile in Turkey where the travelling is exceedingly cheap; in foreign countries the allowance seemed to me to have been regulated according to the hardness of the work a messenger performed; his salary was merely nominal.

3060. That system is no longer in existence?—No; and it was not in existence when I left the service.

3061. How are the messengers now paid?—They were paid when I left the service, and I believe the system still continues, in this way: They have a fixed salary of 525*l.* a year, their travelling expenses are paid, and they have to pay their own personal expenses out of the 525*l.* a year.

3062. You state that the allowances are all paid; what allowances did you allude to?—I mean the allowances for travelling by railway or steamboat. The Foreign Office ascertained from a variety of sources the probable amount of the expenses of each journey. This sum is advanced to the messenger, and he has to pay his personal expenses out of the 525*l.* Consequently, the less work a messenger performs, the greater are his profits.

3063. Mr. *Hope.*] You mean under the new system?—Yes.

3064. Mr. *Layard.*] Do you think whether as regards the public service, or as regards the emoluments of the Queen's messengers, that the present system is less satisfactory than the old one?—I think, as regards the carrying on of the public service, that it is exceedingly bad, and also exceedingly bad for the messengers; in short, it is offering a premium for idleness.

3065. Do you think that the inducement which was held out formerly to men of character and position to enter the service has become less in consequence of the change that has taken place?—That is a difficult question to answer, because there are many men who have left the army, for instance, who probably would be very glad indeed to enter the service; it is an exceedingly agreeable life, and the messengers are treated with great kindness abroad at the various legations; it is a very agreeable life for a young man.

3066. The position abroad of the Queen's messengers has been very much improved, has it not, of late years?—Certainly. They are treated both with kindness and consideration abroad.

3067. The ground of complaint now, is the inadequacy of the payment, and the inducement which you have mentioned, for a messenger to shirk his work and stay at home?—Yes; and I have always looked upon the change that was made, as an unjust measure carried out in a very harsh way; men entered the service when the appointment was notoriously worth 800*l.* or 900*l.* a year; insured their lives in the belief thas no change would be made, and are now in distress.

3068. Mr. *Baillie Cochrane.*] What do you suppose upon the average they clear out of this 525*l.* a year; is it all clear money?—You receive 525*l.* a year, out of which you pay your own personal expenses.

3069. What should you consider the clear salary was, after deducting expenses on the road?—I was for so short a time an active messenger, after the new system had commenced, that it is a very difficult question to answer. It would depend so much upon the personal expenses of the individual; some men live much more cheaply at an hotel than others. I can hardly answer the question fairly. A messenger who now remains at home, and avoids his duty, is twice as well paid, as the man who keeps his shoulder to the collar, and does his duty conscientiously; there are numbers who do their duty most conscientiously, and are very badly paid indeed.

3070. *Chairman.*] How does it happen that a man can shirk his duty?—Simply in this way. Many men are determined to do their duty, whether they are ill, or whether they are well. The Foreign Office has made a regulation, by which a messenger, who applies for leave of absence on the ground of ill health, shall

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shall be examined by a medical man whom they appoint, and sick leave is alone granted, upon a certificate being given by him.

3071. Mr. *Layard.*] Is there not a regular roster?—Yes; and the first three for service are obliged to be in attendance at the Foreign Office, and leave of absence is granted by Mr. Conyngham, on grounds which he considers to be good grounds. If a man applies on the ground of ill health, he must be examined by the medical man; but it is very obvious that some men who are anxious to do their duty would, even although they felt unwell, go on with their work, while others would seek for every excuse to avoid it.

3072. *Chairman.*] Do you think it would be agreeable to the service to return to the former system, even although so large an allowance was not made for mileage?—I have not seen any messenger since I came up to London, but I have heard that, some months ago, this was the view of the messengers themselves; that they would be satisfied if they were allowed a fixed salary (I think) of 300 *l.* a year, with a profit of 3 *d.* a mile.

3073. Mr. *Hope.*] What was the old mileage allowance?—It varied very much according to the nature of the country; wherever the work was very hard the allowance by the Foreign Office was exceedingly liberal.

3074. Was that distinction an advantage?—I think the distinction has been a hard one, because, for instance, as soon as you went to sea, which, as far as I am concerned, was a most disagreeable duty, they immediately reduced your mileage. I would rather have travelled for 2 *d.* a mile by land, than have had 6 *d.* by sea.

3075. Mr. *Baillie Cochrane.*] Did any gentlemen retire when Lord Malmesbury made the alteration which has been referred to?—I retired, but simply on the ground of injury received in the service. I personally have no complaint to make against the Foreign Office; they treated me with great kindness, but I recollect that one gentleman did retire, Mr. Capel.

3076. Would you have retired from the service if the alteration had not been made?—I would have retired if I could have afforded it, the very day it was made, because I think we were treated unjustly and harshly; I think it was an unjust measure, carried out in a very harsh manner. Mr. Capel did throw up the appointment.

3077. Mr. *Layard.*] If you received a mileage allowance, the expenses of travelling would fall upon you?—Certainly.

3078. You are now in the receipt of a pension?—Yes.

3079. How does a messenger become entitled to a pension?—After a certain number of years' service. I ought to mention, that in putting the salary at 525 *l.*, there was a boon accorded to the messengers. Under the old superannuation allowance, we should only have been entitled to a pension calculated on 400 *l.* a year; but Lord Malmesbury, when he gave us a salary of 525 *l.* a year, applied to the Lords of the Treasury to have our pensions calculated on the 525 *l.*, and not upon the 400 *l.*

3080. On the score of pensions, the change was rather a beneficial one?—Yes.

3081. Mr. *Baillie Cochrane.*] What does your pension amount to?—I receive, for 19 years' active service, 192 *l.* 10 *s.* a year.

3082. Mr. *Layard.*] There is no riding now, as there was formerly, is there?—No; but there may be. A messenger now goes by steamer from Marseilles to Constantinople; but if an important despatch had to be sent, and there was no boat going, he would have to ride from Belgrade.

3083. The old establishment is no longer kept up at Alexinitza?—No; it was done away with long ago.

3084. Mr. *Hope.*] You stated, in answer to Mr. Layard, that the messenger paid his expenses out of the mileage allowance; you confine that, I apprehend, to his personal expenses; the expenses of travelling were paid besides that mileage?—I stated that the messenger paid his personal expenses out of his salary of 525 *l.*, and that the Foreign Office paid his travelling expenses.

3085. The mileage is a profit of so much a mile, is it not; that is given to you?—There is none now.

3086. But the old mileage allowance?—Yes; the old mileage allowance was a profit of so much a mile.

3087. Then you had also your bill for post-horses, railways and steamboats?—Yes.

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3088. Mr. *Baillie Cochrane.*] Was there not, in the old posting days, on the Continent, an advantage gained by the messengers in taking travellers in their carriages who paid them something for the accommodation?—Formerly there was so. Since the introduction of railways this, of course, has ceased, and even before that, the messenger was more frequently accompanied by a friend who only paid his own personal expenses on the road.

3089. Mr. *Hankey.*] Under the former system the messengers had to buy their own carriages, had they not?—Yes; we all had to buy carriages; and when the present system was introduced, and the old one was done away with, I had a carriage for which Adams and Hooper charged 200 guineas, and the Foreign Office allowed me 25*l.* for it.

3090. Mr. *Layard.*] Are the messengers paid in advance their expenses, or are they paid on their return?—They always receive a sufficient allowance to take them out.

3091. Mr. *Hope* (to Mr. *Conyngham*).] Do you confirm what Colonel Townley has stated as to the effect of the alteration in the system of paying messengers?—I do; I think it would be much better that the messengers should have a mileage profit, and a smaller salary than they have now.

3092. And for the reasons that he has given?—Yes; those reasons being that there would then be an inducement for every messenger to do his work instead of shirking his work.

3093. You find, practically, that there is but little disposition to go abroad?—Yes.

The Honourable *Charles Spring Rice,* called in; and Examined.

The Hon. *C. Spring Rice.*

3094. *Chairman.*] WHAT office do you hold in the Foreign Office?—I am one of the Senior Clerks.

3095. Have you ever been employed on diplomatic service?—I went to Paris with Lord Clarendon on his special mission.

3096. Have you ever thought upon the subject of a possible improvement both in the Foreign Office and in the diplomatic service, by a more general interchange of duty than is now the practice?—Yes; I have considered the subject both with reference to temporary exchanges or amalgamation; and I find, as to temporary exchanges, that there seems to be a very general opinion on the part of both branches of the service that good results would ensue if they were carried out oftener. We at home should derive much benefit from the presence amongst us of gentlemen who are in the diplomatic service, and who have a personal knowledge of things abroad, which it is perfectly impossible for us at home to obtain; and the home establishment would, on the other hand, profit very largely by being occasionally employed abroad.

3097. For what length of time would you recommend temporary exchanges?—The system has already been carried out to a certain extent. Gentlemen have been appointed to serve abroad, and I think the time generally varies from one to two years; but there has been no absolute rule of practice.

3098. Do you desire that those exchanges should be more extensively made?—Certainly; but I think you would find a difficulty in carrying out the system without hardship, if made compulsory, upon the present footing of the services.

3099. What would be the objection to requiring that every diplomatic servant should, if he receives his appointment as secretary of legation, have undergone two years' training in the Foreign Office?—I think that great advantage would result from such training, and that every person who goes abroad should serve for a certain period in the Foreign Office; and that system is practically in force, as regards attachés, who work for six months with us before going to their posts.

3100. That six months' service is compulsory, is it not?—Yes, that is an absolute rule.

3101. Would there be any difficulty in extending that period, we will say, to two years' service; I do not mean necessarily at the commencement of their career, but before they attain a certain position, such as secretary of legation?—The difficulty that I see is, that the class of men who come to work at the Foreign Office to prepare for the diplomatic service might feel it rather hard to be kept for so long period from a more brilliant career, and one to which they are naturally looking forward as a pleasanter form of life.

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3102. Do you think that the general working of the office would be injured by the introduction of this, so to say, changeable element?—No; I do not see that we should suffer the least from it.

3103. Have you had in your own department gentlemen who have been employed in the diplomatic service?—No; I do not think any who have actually served abroad; but attachés, who were going out, have worked in my department.

3104. You are of opinion that both services would gain by an increased interchange of duty?—Most decidedly.

3105. With regard to the young men whom you have had lately in the office as attachés, do you think that the present system of examination is satisfactory?—I think that it has made very little difference, as far as I can see, in the class of men we have had in the service; but I should be sorry for it to be supposed that I am against the examination; for I think it is useful as far as it goes, if only as keeping out persons notoriously incompetent.

3106. Is there any respect in which you think that examination might be beneficially altered?—I should be disposed to do away with the second examination. At present there is an examination when a young man is appointed unpaid attaché; after he has been at his post for a certain time as unpaid attaché, and before he is made paid attaché, he has to undergo a second examination, and in that, I think, there is a mistake, and sometimes a hardship. The persons under whom he has acted abroad, and the Secretary of State, have had ample opportunities of knowing what he is worth during that time; and to bring him home and subject him to another examination after that, is throwing upon the examiners, I think, a duty which they are not qualified to perform. I know a case myself of a young man who was attached to a foreign mission, and who served so satisfactorily, that he was selected for special service; the minister reported very highly of the performance of his duties, and he was appointed to a paid attaché-ship; he then came home, and was plucked in his examination. On a second examination he passed, but here was a man who was notoriously competent for his post, who had received the approval of all persons under whom he had served, but who failed from some difficulty in his examination, which may have been accidental or trivial in itself, as he succeeded shortly afterwards upon a second examination.

3107. May not that difficulty have occurred from some inability to acquire foreign languages, which is a qualification in itself almost indispensable for the diplomatic service?—It may have been so, and the examiners might be justified; but still the hardship of the case was considered to be very great.

3108. Do you think that a considerable improvement has taken place in the young men who have entered the Foreign Office with regard to their knowledge of foreign languages?—I should say not in my time.

3109. Is the general competence of the young men with regard to foreign languages satisfactory?—Some of them are possessed of considerable accomplishments in this respect; and the same result might be anticipated in other cases, if our system afforded motives for self-cultivation.

3110. Are you not, in the Foreign Office, very much thrown upon translators and interpreters with respect to business which might be performed in the office by gentlemen in the office if they possessed a competent knowledge of those languages?—Yes, I am afraid we are; but the Foreign Office profits by the assistance of an able and experienced translator; and labour is cast on him which might possibly be transferred with advantage to the young men in the office.

3111. Mr. *Layard.*] You allude to Mr. Norris?—Yes.

3112. *Chairman.*] Supposing the young men had a perfect knowledge of the leading European languages, would it not be more satisfactory that that work should be done by them?—Most decidedly; but you have to remember that considering the test of their entrance examination, they are scarcely expected to do so; the subjects of examination for the Foreign Office only really require a decent knowledge of French; other languages are admissible in addition, but they are not a necessary qualification.

3113. Would the prospects of a young man in the Foreign Office be much improved if he were known to be a very competent German, Spanish, or Italian scholar?—His chances of occasional employment abroad might be increased, but I do not see that it would have any necessary effect upon his permanent prospects.

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3114. Might not such an interchange of offices as you have proposed have the additional advantage of bringing into the Foreign Office gentlemen who, from residence in foreign countries, had acquired an intimate knowledge of foreign languages?—I think that that would be a very great advantage, for we are certainly in want of persons having a real local knowledge of things abroad; and I cannot forget, to take one instance, how largely the Foreign Office profited by the abilities and experience of Mr. Mellish, who was so thoroughly conversant with all German matters.

3115. The frequent presence, therefore, of gentlemen possessing local knowledge of countries as well as a knowledge of foreign languages, you would conceive to be a very great advantage to the working of the Foreign Office quite apart from any individual benefit to be derived?—Yes; I think that it would be a great advantage to the public service.

3116. Do you think that it would give additional facilities for the transaction of the public business?—Certainly.

3117. Might not such a practice operate advantageously in the cases of gentlemen who are now, as it is termed, in the French service, *en disponibilité*, when they are really thrown temporarily out of the public service?—I think there might be occasional opportunities of employing such gentlemen, but they would be very exceptional cases, and I would submit that such cases are best met by the adoption of the systems of allowances whilst *en disponibilité*, of *traitement d'inactivité*, or of *Ruhegeniss*, which prevail in many continental services.

3118. Is it not a very hard case that gentlemen should be entirely dismissed from the public service on account of some political circumstances with which they have no connection?—I think it is very hard to the individual, and also that it operates very greatly against the public interest. A man is educated, and you employ him for a certain time, and then, for no fault of his own, he is actually retired, and loses all benefit of his service; I think that the public should give him a retainer; it would be well worth the while of the public to pay a certain portion of the salary which he would have enjoyed in active service, simply as a retainer for the individual; after having looked forward to the service as a profession, to be suddenly stranded by the accident of some political change, seems to be a hardship.

3119. Suppose such an interchange between the services as you have recommended were to take place, would you desire that the mode of introduction into the foreign service, by examination or otherwise, should be different from what it is now?—I should be glad to see one examination established for the two services, the Home and the Foreign; I can conceive no reason why the two services, dealt with upon that principle, should have different classes of examination, and at present the principle of examination is peculiar. For the Foreign Service, which is unpaid, you have one entrance examination, which is a higher educational test than that imposed on candidates for the Foreign Office, which is a paid office. But this is not all; for the diplomatic gentleman has to undergo an examination after that; so that there is a double educational test for the Foreign Service, and a very slight mediocre test for the Foreign Office. The system, in short, places the Foreign Office, educationally speaking, at a very low level, for, at present, the test is not much more than an ordinary boy of 14, with a proper education, ought to be able to answer.

3120. Do you not think that any disadvantage would result from raising the standard of the examination generally?—No; I perceive that our examinations, as compared with the French, and even with the Russian, as given in the Ministers' reports which are before the Committee, are certainly not a very unreasonably high test. There are some accounts of the systems of examination in Russia and France and other countries in those reports, which include high tests of qualification, and I see that the Russians even go so far as to have an examination upon political economy, using a translation of Mr. John Stuart Mill's book as a text book.

3121. Do you desire in any way to connect the foreign service with the general education of the country?—I should be glad to see such a system applicable. Our service, as compared with foreign services, seems to be almost the only one in which there is not that sort of connexion; and I should be glad to hand in the following examples, showing how the principle is applied in different countries.

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[*The same was handed in, as follows:*]

In Austria, candidates who have not gone through the university course of studies, are only in special cases allowed to proceed to diplomatic examination.

In Belgium, attachés must take a degree of *Candidat en Philosophie et Lettres* in a Belgium university.

In Brazil, graduates are preferred as candidates, and exempt from examination.

In Denmark, candidates have, as a general rule, a university education, and have taken degrees.

In France, candidates are examined, unless they produce a diploma of *Licencié en Droit.*

In Greece, a certificate of university study required, and graduates preferred.

In the Netherlands, candidates have a special examination, unless they have passed the degree of Doctor of Laws.

In Prussia, candidates must have passed three years in the university system.

In Sardinia, candidates, if civilians, must have passed an examination for a Master's degree.

In Sweden, secretaries must pass a university examination.

In Prussia, candidates are stated generally to have been at universities or Government schools, and to have a certain rank thereby conferred.

There are, however, some objections stated in the ministers' reports. Mr. Ward, of Hamburg, says that the system would be unpopular in England, where the proportion of persons who are employed in purely industrial pursuits preponderated over those who devote themselves to literature and art; but this objection would amount to little more than saying that you must lower your standard of qualification, in order to include an inferior class of men. Mr. Ward also considers that difficulties would result from a disproportion between the number of graduates who might become candidates and the number of annual vacancies. But it must be remembered that the universities have to supply the ranks of other professions.

3122. Why would you connect them entirely with public education?—Simply from the difficulty of recognising any other system. If you could take in other universities or schools under any system, I should be glad to do it; I should not make it a close thing as connected with our universities; but I only mention the universities as the only recognized body that one can refer to.

3123. Would you absolutely require a university education, or would you be contented to take it as a substitute for another examination?—I should be glad to see a university certificate entitle a man at once to be considered as a candidate for the public service, but it would not be easy to make this an indispensable condition.

3124. You know very well what a university degree is worth; would you consider that sufficient?—No; but I should consider a special certificate, given by a special competent authority, (for instance, from All Souls' College, under the new system established there), as probably good evidence of fitness.

3125. Would you, in that case, have a diplomatic examination at the universities?—Yes; certainly. I made inquiries at Oxford and Cambridge, and Professor Stanley wrote from Oxford, that he considered the Wensleydale decision had made All Souls' available for the purpose, and that we should very possibly have a good supply of persons fit for diplomatic appointments. Dr. Whewell, on the other hand, wrote from Cambridge, that he thought that as yet Cambridge would not do much, from the want of a professor of international law.

3126. A suggestion has been made, with regard to an alteration in the titles of the attachés, and that some advantage would result from that; do you agree with that?—The creation of second secretaries of legation, I think, is referred to, and I see that all the gentlemen who have reported from abroad, are in favour of it, because there is a considerable disadvantage in the position of our attachés, on account of their title, as compared with that of the second secretaries in foreign services. The French were obliged to modify their system from finding the inconveniences of it. I should also be very glad to see the change made, with a view to dating the pensions from an earlier period of service. At present, there is a very considerable hardship in the postponement of the pension. Mr. Howard, of Berlin, gives his own case as an instance, and he says, "After four years as unpaid, and 12 years as paid attaché, and nearly eight years as secretary, I had a severe illness. Had I not recovered I should have served 24 years, and had no claim to a pension."

3127. Would you desire to limit the interchange between the two services to

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the junior branches?—I should be glad to see it extended to the senior branch; I speak first with reference to the Foreign Office, and I think that as long as we are utterly without a motive for exertion, and whilst there is no opening for an honourable ambition, we shall naturally have a tendency to get into a state of stagnation, and that would certainly not be for our advantage, nor for the advantage of the public. At present it may be said, with regard to the Foreign Office, that beyond a feeling of duty we have no motive at all, except a pecuniary one, which can act either as a stimulus for exertion or in rewarding merit; and I think that we should have larger motives and larger ambitions. As long as the prospects of our seniors and assistants are limited to the walls of the office, I should fear there will eventually be a tendency to inertness, if not to indifference, in many cases.

3128. Would you consider it a privilege and an advantage, if the custom of the country allowed it to become, for instance, a secretary of legation, or secretary of embassy?—I should be glad, for the interests of our branch of the service, if such a possibility were opened to us.

3129. Do you admit the disadvantages with regard to the general working of the office, which it has been suggested would result from such an alteration?—I think they have been exaggerated, and that, practically, interchanges would be rare, though very advantageous, in special cases. In both services I should anticipate, that before men had reached the period of life we are now contemplating, they would have adapted themselves to their form of life, and would be indisposed to change.

3130. Would you approve of the introduction into the higher posts of the diplomatic service of persons who had not been brought up in the service?—I think that we have lost something in departing from the old practice of occasional changes when there was a change of Government. I think that the service might sometimes profit by the presence of an eminent political man at Paris, for example, although it would only be upon very rare occasions that a great political leader would think it worth his while to go. The French pursued that system after we gave it up. There has been a frequent change of the Minister for Foreign Affairs at Paris, and the embassy in London.

3131. Are you aware that any disadvantage to the service has resulted from the occasional introduction of men of political experience into the higher branches of the diplomatic service?—No; I am not.

3132. That being the case, would not the introduction into the diplomatic service of persons who have held the higher posts in the Foreign Office be somewhat analogous?—Such as the under secretaries?

3133. Yes?—I do not think that there would be felt any real jealousy of such appointments in the service; the persons who have held the positions of under secretaries with us have been men of ability and position, and I cannot conceive that it would be felt as any hardship.

3134. Would not their education have been one that would fit them eminently for the diplomatic service?—Most certainly; and I shall be glad to quote the opinion of Lord Napier upon that point; he says, "I would not make the profession absolutely close. There are emergencies in which a Parliamentary statesman, an influential cabinet minister, the representative man of some policy or opinion, would make the best ambassador. In such cases Her Majesty's Government, by exercising their superior discretion, would create no dissatisfaction. It is not good for us to stand apart. We have need of confederates conversant with our interests, and capable of defending them."

3135. Is there any other general remark that you wish to make upon that subject?—I was anxious to remark upon the rather alarming statements that have been made before the Committee as to the increase that there might be in the amount of the charge to the public, if the pensions were calculated on a different footing. Those statements seem to me to be founded on a fallacy, combining the maximum advantages of two systems; viz., the system of diplomatic pensions as now calculated, and that of diplomatic pensions as they would be calculated by years' service beginning from the period of the appointment, say, of second secretary. Of course Parliament, if it sanctioned such an alteration, and gave the profession the advantage of a calculation by years' service, would require a revision of the present rate of salary, and that rate of salary should be revised, I should say, on the principle of dividing the salary into

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into salary, properly so called, and what is called *frais de representation.* You would not retire a man and give him an allowance for *frais de representation.*

3136. Mr. *Layard.*] What do you consider to be the relative position of the gentlemen in the Foreign Office and in the diplomatic service; for example, would you consider an attaché in the position of a clerk, and a secretary of embassy, or secretary of legation, in the position of a chief clerk?—Yes.

3137. And the head of a mission in that of an under secretary of State?—Yes. But there is no principle as yet laid down as to comparative ranks.

3138. With regard to the salaries paid to those different officers at the present moment, what proportion do they bear the one to the other?—Our pay in the Foreign Office begins at 100 *l.* a year, and the person receiving that salary would rank with an unpaid attaché who might go on for two or more years without any pay, and there you would have at once a difficulty in amalgamation, unless you adopted the system, which has been strongly recommended, of paying the attachés.

3139. For instance, the pay of the chief clerk is more considerable than the pay of a secretary of legation, is it not?—The pay of the Paris secretary does not, I believe, amount to so much as that of the chief clerk.

3140. Then, would the chief clerk be willing to exchange into a position where he would receive a much lower salary?—Scarcely, I should think. Our chief clerk after long service has reached the head of his service. There is no parity between his position and that of a secretary.

3141. You think that the objection would not be so great to the exchange, considering the advantages?—Taking the case of the senior clerks, I think you would have men ready to make the exchange, and who would set off the chance of preferment against a small pecuniary sacrifice.

3142. You say that you think these interchanges should be voluntary; do you mean that you would not allow the Secretary of State to have any voice in the matter?—I should not allow of any exchange, or of any arrangement at all, without the approval of the Secretary of State; I think if you had any system which allowed a man from one service to move into the other, without the Secretary of State having a perfect power of approval or refusal, that it would only be a great disadvantage to both services.

3143. If the system of interchange would be so great an advantage to the public service, why should it not be made compulsory?—My only reason for not making it compulsory is from feeling that there might be cases in which it would be a very considerable hardship to individuals. We have men who, from private means or for family reasons, would very much object to be compelled to go abroad, and I think that you would secure all the advantages without making it a strictly compulsory rule; you would get no good by compelling an unwilling man to change his form of life.

3144. Do you not think that putting it on the footing that you propose, would rather tend to keep men continually thinking of persons with whom they could exchange, and rather unsettle them?—I think it would to a certain degree be exposed to that objection, but at the same time, I set off that disadvantage against the disadvantage that we now labour under of a possible stagnation at home. And there are many instances which certainly have come to my knowledge, of gentlemen abroad, who would be exceedingly glad to have an opportunity of coming home for a time to England, and who would be ready to spend that time in working with us.

3145. The young men that you have now in the Foreign Office, are the same class, are they not, as the young men who enter the diplomatic service? I should say so.

3146. They come from the same rank in society?—Yes.

3147. Is it not the case that a young man in the Foreign Office requires some private fortune in addition to his pay?—Yes; I should say so, certainly, and that rule applies to both services. I think we may say that we have an absolute property qualification enforced in the diplomatic line, but not enforced, I think, as it is in the French service and the Sardinian service, where there is an absolute necessity to bring a certificate that a man possesses a certain fortune; but, practically, our system of unpaid labour requires that every gentleman should possess at the outset a certain competeney.

3148. No such property qualification is required in the Foreign Office?—No; but if you consider that a man begins with 100*l.* a year, and goes on receiving a

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small increase of 10*l.* a year, it is obviously impossible for men to exist without some private means.

3149. I am not to gather from anything you have stated that you would limit the choice in diplomacy to Oxford and to Cambridge?—By no means: I should be glad to see it extended to all educational institutions; so far as it might be possible to bring candidates to one test.

3150. You think that a certificate from an institution that could afford a competent education would be sufficient for the first examination?—Yes.

3151. You would not limit the certificate to Cambridge or to Oxford?—No, certainly not; in saying that, I should be glad to reserve a power to the Secretary of State to deal with all these cases, the certificate only placing a man as a candidate before him; for I hold it to be enormously important for the well-being of the service that there should be that personal relation between the patron and the persons selected, which is involved by the Secretary of State to a certain extent nominating the men. I think otherwise the service suffers; the responsibility of the chief for the person appointed by him, I think, is very important for the public service.

3152. Sir *Minto Farquhar.*] Would you not have a test for the French language; suppose a gentleman produced the certificate that you speak of, would you allow him to join a mission without being examined in French?—If the certificate did not prove that he was competent in foreign languages, I should consider it insufficient; French I should consider indispensable.

3153. Lord *Harry Vane.*] Is it your opinion that voluntary exchanges between the Foreign Office and the diplomatic service should be permitted without any previous intimation being given to the foreign minister that there was any such intention to enter into such an arrangement?—No; I expressly stated that I thought that all exchanges should be entirely subordinate to the decision of the Secretary of State.

3154. Are you of opinion that any negotiation for such an arrangement should take place between gentlemen who wished to make such an exchange, without a previous intimation that there was an intention to enter into such a negotiation being made to the foreign minister?—I should be better pleased to see all those exchanges part of a system, that they should be suggested rather by the authorities of the Foreign Office in the first instance, and that then the feelings of the individuals should be consulted as well as their qualifications ascertained.

3155. May it not be the case, that the foreign minister may consider that it might be very proper for any person engaged in the Foreign Office to make an exchange with a person at one particular court, so as to be placed at that particular court, and yet he might be of opinion that the person desiring to effect such an exchange was not a proper person, or that it was not desirable that such a person should make an exchange to another court?—I do not quite understand the question.

3156. I mean this; do you not think, with regard to exchanges between the Foreign Office and the diplomatic service, that a foreign minister might be of opinion that the person who wished to make an exchange, and to quit the Foreign Office, would be perfectly qualified to go to some particular court, but not to any court?—Certainly, there would be cases of that sort.

3157. *Chairman.*] Suppose, for example, that a gentleman was wanted in a special department, for instance, in the German department of the office, might not the foreign minister direct some inquiry to be made as to whether there was any competent gentleman in the diplomatic service who might wish to take that place?—I should think that some arrangement of that sort would be often feasible.

3158. Mr. *Grant Duff.*] Is there any machinery in All Souls' College at present for educating young men for diplomacy?—I have understood that in the new constitution for All Souls' College such objects are contemplated.

3159. Do you understand that the authorities there are turning their attention in the direction of diplomacy?—I can read so much as I know upon that subject from a letter of Professor Stanley to me; he says, "An opportunity is just opened which might be seized with great advantage. The Wensleydale decision has compelled the reluctant All Souls' to obey the ordinance of the University Commissioners, and the result of this ought to be a harvest of diplomatic students." In the case, however, of Cambridge, matters are not at present

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in so favourable a position, for Dr. Whewell reports, "I do not know that we could at present get from the university a good preparation for the diplomatic service, our modern history and Roman law lectures might be of use, but we want much a professor of international law, and some scholarships on the same subject. Such institutions, if established, might make a school of international law, from which diplomacy might draw recruits."

3160. *Chairman.*] Is it not supposed that in the foundation of Downing College at Cambridge, there was a similar intention?—Mr. Pitt, I believe, originally proposed that the foundation of Downing College should be made available for the purposes of educating men for the public service, I believe specially for diplomacy; but the scheme has not been carried out.

3161. Mr. *Grant Duff.*] Have you formed any strong opinion about the small missions in Germany?—I have not had opportunities of judging what is the amount or character of the business transacted at those small missions, not having been employed in the German Department; but it does appear to me, that some consolidation might be practically advantageous, considering that distance and time are now almost annihilated, and the motives which induced the country to keep up separate missions in many places must be modified accordingly.

3162. Then, perhaps, you would multiply the chargés-d'affaires, and do away with the regular missions to a certain extent?—I should be glad to see the class of chargés-d'affaires, if possible, multiplied, as giving employment for men in the middle portion of their life, before they become entitled to the higher prizes of their profession, and when they are in full activity and best working order.

3163. Have you heard many complaints as to the Secretaries of Legation being paid lower in proportion to their services than other diplomatic officers?—No; I have not heard complaints of that kind.

3164. It was suggested the other day to the Committee that the first appointments in the diplomatic service might be given away, not exactly by competition, but by having an examination open to all the world, that the examiners should announce who were the dozen who had most distinguished themselves in the examination, and that the Secretary of State should then appoint one person out of that dozen; should you object to that arrangement?—I do not much like the principle of open competition in examinations.

3165. But this would not be so. It was suggested that a power should be reserved to the Secretary of State to chose one out of, say a dozen, who were certified by the examiners to have distinguished themselves in the examination; what would be the objection to that?—I would start first with the objection, that I doubt very much whether any system of examination, properly so called, is really a sufficient test for the diplomatic service, and I cannot express my views better than by quoting the following passage from Lord Napier's Report:—"Diplomacy is a limited profession, in which birth, connexions, early associations, manners, and other qualities inaccessible to the scrutiny of the scholastic examiner, are of no small importance. Even fortune is indispensable in the lower ranks, and most desirable in the upper. I believe that the purely competitive system might entice some men into the profession who, however accomplished, would in some respects be unfitted for it, who would become disappointed, and would eventually retire with bitterness and loss."

3166-7. Mr. *FitzGerald.*] Is not the method suggested by Mr. Grant Duff exactly that which exists now, as there is nothing to prevent the Secretary of State from giving an appointment to anybody who has distinguished himself, if he thinks proper?—There is nothing to prevent such appointments.

3168. Mr. *Grant Duff.*] It was stated the other day that some of the younger members of the diplomatic service had expressed a wish that before they left this country for the posts abroad to which they were nominated, they should have an opportunity of studying, for about a year, under the guidance of the Foreign Office, international law, and subjects of that kind. Are there any arrangements in the Foreign Office that would make that possible?—None that I know of.

3169. It would require, would it not, the foundation of a separate department?—Yes; and an entire new system; we have little that would aid in the education of a man more than in acquiring a mere mechanical pursuit, such as copying, and so forth.

3170. Mr. *FitzGerald.*] With regard to exchanges, do you not think that the

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desire for an exchange must come in the first instance from a clerk in the Foreign Office, or from a diplomatic servant, for how is the Secretary of State to say that one man shall take such a post, and another shall not, if it is to be made voluntary; the clerk and the attaché must first come to an understanding, one wishing to come home, and the other wishing to go abroad?—Yes; it would be fair enough that the gentlemen should come to an understanding of that sort; but I should dislike to lay down any absolute rule; I should wish to reserve to the authorities as much as possible the initiative, and I think they ought to have the final decision; of course these arrangements would be in the back ground constantly, but the authorities ought to be the persons in the fore ground in all matters of that sort.

3171. Do you think that any clerk who wished to make an exchange, should at once make that known to the Secretary of State, and say, "I shall be glad to make an exchange, if I may be permitted"?—Yes, certainly; and the authorities would generally know the class of men they had under them, and would very easily ascertain those who were anxious to make an exchange.

3172. Mr. *Hope.*] Have you read any of the evidence that has been given before this Committee?—Not a word; I have not had the advantage of seeing a copy.

3173. Mr. *Layard.*] Might not a system of voluntary exchanges lead to a great deal of favouritism in the office?—I have no reason to think so; I think, after having served there for a number of years, under different Secretaries of State, and men of different politics, that I have seen the whole system worked with very great fairness.

3174. Might not a suspicion of favouritism arise; for example, suppose that several individuals wished to exchange, do you not think that if one was selected in preference to others that the rest would complain?—It is difficult, under any system, to guard against suspicion; but I think that, looking at the class of gentlemen who are in the higher posts of the service, the Under Secretaries, who are the persons who generally have the management of these matters, you have a great certainty that everything would be done with fairness.

3175. Mr. *Baillie Cochrane.*] Would it not be very unpopular in the diplomatic service if a system of exchanges were introduced?—I think that there might be at first some jealousy; but in proportion as you put the two services on one and the same footing, which, I think, they ought to be, I think that jealousy would disappear.

3176. Mr. *Hope.*] You have stated that it would be advantageous, for the purpose of giving a stimulus to the chiefs of departments in the Foreign Office, that they should have a prospect of a change of life?—Yes.

3177. It has, however, been stated to this Committee by successive Secretaries of State that nothing can exceed the diligence, activity, and good service of the heads of all the departments in the Foreign Office; does not that, in some degree, qualify your opinion?—I am very glad to hear that there has been this flattering testimony given; and I suppose it may be assumed, therefore, that the service works well if you have men who are doing their duty well; but it is not a question whether they are doing their duty well, but whether they might not do a great deal better under a different system; and I confess that I should be very glad to give a motive to our men to look forward to a larger career; I am sure that in the end a state of stagnation is bad for the individual, as it is bad for the public service.

3178. But you must come at last to a point when there is inevitably a certain amount of stagnation?—Yes; but you may come to that too early in life.

3179. Referring to the subject of exchanges, you contemplate, as I understand you, that the senior clerks should have the power of exchanging with secretaries of legation?—The same sort of system that I find from the reports of ministers abroad prevails in most of the foreign services. They have a regular system, by which the ranks are, to a certain extent, assimilated, so as to facilitate exchanges.

3180. What do you think would be the effect upon the conduct of the business of the Foreign Office, of bringing in a man to take charge of an important department in the Foreign Office, who was at all strange to it?—I think he would undoubtedly meet with, at the outset, mechanical difficulties in particular matters of routine; but in other respects, I think that great advantage would result to the Foreign Office. I confess, taking my particular class of business, that

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that I think, that if a gentleman, who had a practical knowledge of the countries with whose correspondence I have to deal, were to take my duties for a short time, it might be an advantage to the department.

3181. I am not now referring to the difficulty that would be experienced by the gentleman himself, but the effect that it would have upon the business of the office and his superiors. It has been stated that the facility, and I may say, the safety, of the transaction of business in the Foreign Office, by the head of it, very much depends upon an accurate knowledge of its traditions on the part of those by whom he is advised; do you not think that consideration would affect the question?—I do not see that there is any very peculiar traditional knowledge that goes with the heads of departments. I think that an ordinary secretary of legation would be very shortly competent for the discharge of any duties belonging to the head of a department, as matters are at present.

3182. *Chairman.*] Is not a member of an active mission, who is always kept fully informed of the progress of affairs of the Foreign Office, likely to be cognizant of all its main business?—I think, taking the European present service, that the secretaries of legation are very thoroughly informed of our system of transacting business at home.

3183. Mr. *Hope.*] My question did not refer to the system of transacting business, but to what has been the course of the transactions with foreign governments on particular points; suppose, for example, a press to occur, and important questions to arise, do you conceive that those could be satisfactorily answered, with reference to what has happened before, unless by some one possessed of an accurate knowledge of the traditions of the office?—I do not see any difficulty, because a senior does not work by himself; there is an assistant, generally as competent as he is himself, and a staff in each department; by putting in new men you do not alter the whole department, and one or other of the gentlemen working with him could furnish enough of the continuous traditional knowledge necessary to prevent any great inconvenience.

3184. Then you do not agree with the statement that it is necessary, for preserving the traditions of the office, that the conduct of each department should continue, as much as possible, in the same person?—I cannot see any real difficulty as to that.

3185. You have expressed an opinion adverse to the maintenance of the small German missions; do you know how far your opinion is consistent with those of some of the principal witnesses who have been examined before this Committee?—No; I have not had the evidence to read.

3186. What would be your feeling, if I state to you that Lord Clarendon and Lord Cowley are opposed to the abolition of these small German missions, and would object to the substitution of chargés d'affaires, or putting one representative in a lower position than that of other ministers, thinking that it would effect only a small diminution of expense without any other benefit being derived from it?—I should think that the evidence of Lord Clarendon and Lord Cowley would outweigh any opinion that I could form upon the subject; and I think that in the reports which the Committee have before them there is very little suggestion as to the possibility of doing so. Lord Napier, I think, says, however, that you could do something as to some of those missions; but he suggests that Frankfort should be made a more considerable mission.

3187. Mr. *Hankey.*] I see that in the list of the Foreign Office staff there are 40 paid attachés and 49 unpaid; is that, or not, a larger proportion of unpaid to paid than has usually existed?—I can scarcely speak as to the proportion; but I see that in the year 1858 and 1859 there was a very large appointment of unpaid.

3188. Who was at that time Foreign Secretary?—Lord Malmesbury, for the best part of the time.

3189. Since he left office, has there not been a very large number of unpaid attachés, and a greater number than those who have been promoted to the post of paid attachés?—I think that those creations of 1858 and 1859 may have altered the proportions.

3190. In 1853, I see that there were 29 paid attachés and 28 unpaid attachés; in 1854, 30 paid and 27 unpaid; in 1860, 37 paid and 49 unpaid; and the present list is 40 paid and 49 unpaid. Does that appear to you to be a greater proportion than has usually been the case?—I think that the proportion must be in excess, from the fact that since Lord John Russell has been a

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The Hon. *C. Spring Rice.*

Secretary of State there have been very few appointments made. The inference would be that the service is overfilled, in short, by these unpaid agents.

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3191. Mr. *FitzGerald.*] You have given an opinion as to substituting chargés d'affaires for ministers at the small German courts; is it your wish to see that change made on the score of economy, or upon what ground?—More in order that appointments may be made of men in the middle career of life, when their activity is at the best, and when they have as yet no claim to the higher posts.

3192. Do you think that the position of a chargé d'affaires representing England at Saxony would be a pleasant one if he found France and all other countries represented by ministers; and do you think it would be a satisfactory position for the representative of this country to be in?—I do not see why we should go upon the principle of always racing with other countries in ranks and appointments.

3193. Do you think it would be a satisfactory thing that this country, at these particular German courts, should be represented by an agent inferior in rank to the representatives of foreign countries at those courts?—It might not be satisfactory to the individual, but I take it that a chargé d'affaires representing England would have as much influence as a minister of Prussia for instance.

3194. Mr. *Hope.*] (To Mr. *Conyngham.*) Have you heard Mr. Spring Rice's opinion with regard to exchanges between secretaries of legation and senior clerks in the Foreign Office?—Yes.

3195. Do you consider that such exchanges would be beneficial to the public service?—I do not.

3196. Upon what ground?—Because I think you would interfere with the proper working of the machinery of the Foreign Office, and it is much better that the Foreign Office should be kept in proper working gear than to give any little advantages to secretaries of legation by coming to England.

Mr. *Percy Mitford,* called in; and Examined.

Mr. *Percy Mitford.*

3197. *Chairman.*] ARE you in the diplomatic service?—Yes.

3198. What office do you now hold?—I am unpaid attaché at Brussels.

3199. How long have you been in the service?—I was nominated on the 1st November 1857, and appointed to an unpaid attachéship on the 24th of December 1857.

3200. Have you heard the evidence that has been given by Mr. Spring Rice as to an interchange of duties between the Foreign Office and the diplomatic service; and do you agree with what he has said?—No; I do not entirely.

3201. What is your view upon the matter?—I think it would be far preferable to make a complete amalgamation of the two services.

3202. In what way do you think that that amalgamation could be effected, without producing any serious change in our arrangements?—It could not be effected without a change.

3203. Not without some alteration?—Of course not without a considerable alteration; but I should not apprehend any difficulty in making the alteration.

3204. In what way would you suggest that it should be done?—By doing away with the title of clerk, and substituting for that title, some title that you might give to us, namely, first, second, and third secretaries, say, that there should be three classes of secretaries, and, perhaps, attachés; I do not see why a man should not work usefully with the title of attaché, just as he does with the title of clerk, and it would do away with the invidious appellation of clerk, with the distinction between the two services.

3205. Are you not aware that in foreign services there is a very considerable amalgamation of the two services?—Yes; I believe in the French service, it is so.

3206. Supposing things to remain as they are, do you think it would be agreeable to attachés to be transferred during a part of their service to the Foreign Office?—Undoubtedly it would; but there would be other objections that might arise, and one objection might be; and this I say, without wishing to cast any imputation upon my colleagues or the office; but it is one that is based upon the weakness of human nature. I think it might be very likely to lead to pecuniary transactions

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transactions between parties, as is the case in the army, and that I should consider a great objection in itself.

3207. But do you think that the advantages on the whole preponderate in favour of interchanges?—I should say so. If that and other objections could be got over, I should say that there would be very considerable advantage.

3208. Do you think that the junior branches of the profession would benefit by the experience they might acquire of the mechanical work of the Foreign Office?—Undoubtedly they would.

3209. It has been suggested to this Committee that it would be advisable that the junior branches of the diplomatic service should, at least after a certain term of probation, receive some fixed salary, which would give them a more definite professional character than they have now; are you of the same opinion?—Yes; I think that a small salary would be an advantage, and if there were an amalgamation of the two services it would be necessary; it would follow, as a matter of course, that you would be obliged to pay us at once, and even supposing that there were not an amalgamation, I think that after a certain term of service it would be an advantage, and that it would be fair to pay the diplomatic servants.

3210. You think that it would be felt generally by the junior branches as an advantage?—As a relief certainly to many.

3211. Do you think it would have the effect in any degree of introducing into the public service, persons occupying a lower social position than is now occupied by the members of the profession?—Not if such appointments lay exclusively within the gift of the Secretary of State, certainly not; if thrown open to competition I have no hesitation in saying that I think it would.

3212. Did you undergo the Civil service examination?—I did, for an unpaid attachéship.

3213. Did you find that examination a hard or a severe one?—I may say yes and no; it was hard, because I thought it tested but one faculty of the mind, namely, the memory. I thought that it was no test as to a man's power of thinking. It was a test as to how much he had been able to get into his head of bare facts, but it was not one which tested a man's power; with the exception, perhaps, of précis writing. I think the system tests more the memory of a man than it does his intellectual powers.

3214. Have you yourself had the advantage of much residence abroad?—I have resided abroad almost all my life.

3215. Then were you competent to speak the French language with fluency and correctness?—I think I may say that I was.

3216. How far did it strike you that the examination which you underwent upon that point was any test of your powers?—I thought it faulty and insufficient.

3217. Did the circumstances at all suggest to you any improvement that might be made?—Simply by laying greater stress upon a knowledge of French; for I think that French is a *sine qud non* in the Diplomatic Service, and therefore that greater stress and greater importance ought to be laid upon that than almost any other subject.

3218. In the instruction for the examination the phrase is, that the candidate should speak French with tolerable ease and correctness; would you think it too hard to require that he should really speak the French language well?—No.

3219. To what extent did the test go, in your instance?—It is a difficult question to answer; but it struck me at the time as not being any very great test as to a man's power of conversation; it lasted a very short time.

3220. Probably in your case it was short, because your competence was at once manifest?—Still I confess that I thought the test insufficient.

3221. Supposing that the attachés were paid, should you think it desirable that their pensions should date from the day they entered the service?—Certainly. I have heard objections made to that. I was present during Mr. Hammond's examination, and I heard some objections that he made to it; but it appears to me that it would be very easy, without in the slightest degree injuring the public, to fix a scale of pensions for every one of the junior servants in the Diplomatic Service, by deducting from his salary a per-centage. That would give us a sufficient sum, at the end of a certain number of years' service, for a small pension; and that is a practice which is adopted in the Prussian army, with very great advantage, I believe.

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Mr. *Percy Mitford.*

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3222. From your experience of the foreign diplomatic service, do you consider that our service is as efficient in the junior branches?—I have no hesitation in saying that it is more so.

3223. Where have you resided?—I have been residing at Berlin upwards of three years.

3224. Did the attachés at Berlin generally go into society?—Yes; they went when they were asked.

3225. Was there generally a desire amongst them to go into society?—I think there is always a difference in men's inclinations in that respect; some wish to go, and others do not care about it very much.

3226. Have you remarked whether, from the peculiar character, or the education, or from other causes, the junior members of the British Legations generally mix less in society than the members of other legations?—I think that they are rather less inclined to mix in society than the members of other legations.

3227. To what do you attribute that disinclination?—I attribute it very much to the natural disinclination of English people to mix with foreigners; unless young men have resided during the greater part of their youth on the Continent, they generally have a great disinclination to mix in society. Those who have lived much on the Continent, on the contrary, go more into society.

3228. Is there any other point upon which you wish to make any remark with regard to the interests of the junior branches of the service?—Yes; I was present when Mr. Walrond was examined, and he put forward a scheme by which, I think, anybody might apply for a nomination, or rather for an examination, and thon 12 names were to be selected. I think that would prove very injurious to the profession; as far as I was able to judge of the matter I think he appeared to lay far too great a stress upon the advisability of a university education, and I think he mentioned, amongst other things, that he would apply the same test as is applied in obtaining a degree.

3229. Mr. *Grant Duff.*] No, I think not. I think that that evidence has been given by some other witnesses?—I think that it is of course of great importance that men should be well grounded in, and well acquainted with foreign languages above everything; and, I think, that the university test would be a very little benefit to the profession; and further, that what would be of more benefit would be a certain examination in municipal and international law.

3230. Do you think that the addition of an English essay would be a useful test of a man's power?—That depends upon what subject the essay might be; if it were on subjects connected with diplomacy, such as either international law or municipal law, I think it would be a great advantage. With regard to equalising the salaries, at the present time, the secretary at one court has a much smaller salary than that which is enjoyed by secretaries at other courts, and I think that all the junior branches ought to be paid pretty nearly the same according to their rank, and not according to the places where they are.

3231. *Chairman.*] You would desire, supposing the unpaid attachés to be paid, that the salary should be a fixed one?—Certainly.

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Lunæ, 17° *die Junii*, 1861.

MEMBERS PRESENT:

Mr. Grant Duff.	Mr. Hope.
Mr. Baillie Cochrane.	Mr. Layard.
Sir Minto Farquhar.	Mr. Monckton Milnes.
Mr. FitzGerald.	Lord Stanley.
Lord Claud Hamilton.	The Judge Advocate.
Mr. Hankey.	Lord Harry Vane.

MR. MONCKTON MILNES, IN THE CHAIR.

Sidney Locock, Esq., called in; and Examined.

Sidney Locock, Esq.

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3232. *Chairman.*] WHAT position do you hold in the diplomatic service?—I am first paid attaché at St. Petersburgh.

3233. Where had you served previously?—My first post was at Athens; from there I went to Constantinople, and then to St. Petersburgh.

3234. How long have you been in the diplomatic service altogether?—Eight years.

3235. Were you examined at any time?—Yes; for the paid attachéship.

3236. But for the unpaid attachéship, were you examined?—No; I entered before that regulation was introduced.

3237. Was the examination that you underwent of a nature which you thought, under the circumstances, efficient for its objects?—No; I consider that it was insufficient.

3238. In what way might it, in your opinion, be advantageously altered?—I think that the examination in French ought to be severer; I think it is insufficient, in a great measure, owing to the system of coaching; it is always easier to be coached up in two or three weeks to pass an examination, and without really possessing knowledge.

3239. Part of the examination consists, does it not, in making a report?—Yes.

3240. Is there any security that that report is made by the paid attaché himself, and is a real test of his ability?—I do not think there is; I know of a case where a man left the country in which he had been living, and had to write back to get notes and hints wherewith to draw up his report. Of course he draws up the report himself; there is no doubt of it; but it makes all the difference how he collects his materials.

3241. You do not attach much value to the report, therefore, as a test of a man's character and capabilities?—No; it is no test as to his capability for being a diplomatist, with the exception of the simple composition; as a matter of composition.

3242. Has that system been generally approved in the profession, or has it been criticised or blamed?—I hardly know; I have heard it said that a man must be very stupid indeed who cannot pass the examination.

3243. Have you heard any complaints made by persons in the service of the inconvenience of being obliged to come home for the purpose of being examined?—Yes, and that is so inconvenient in certain cases that men do not come home for some time. In my own case, I was not examined till about a whole year after I had been made paid attaché. I had orders to remain at my post; from there I went to Constantinople; and it was not till after my return to England that I passed my examination.

3244. Therefore, it might have happened, if by any chance you had not passed that examination, that you might have been really degraded from the position you were occupying?—Yes.

3245. Would you, therefore, be inclined to suggest that the second examination should be taken in any other way, or at any other period, or be abandoned altogether?—

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altogether?—My idea is, that it should be abandoned, but that the first examination should be more strict. I have an idea that the following would be a good plan for examinations and preparations for the diplomatic service:—That, on the nomination of a man to the diplomatic service as unpaid attaché, he should at once pass a preparatory examination on general subjects and French; that then, instead of going to the Foreign Office to work there for three months copying despatches, for it is little else, he should go to Paris, to the embassy there, for a period of six or eight months; that during that time he should apply himself with assiduity to the study of the French language; and that after that period he should come home, and pass a strict examination in French and other subjects, such as international law, history, &c.; and that if he passed that examination he should be appointed unpaid attaché; but if he could not pass that examination then, or within a period say of another six months, his nomination should be cancelled. By these means, I think, you would obtain greater efficiency.

3246. You would prefer that there should be some practical experience on the part of a young man of the profession itself, and on the part of the Foreign Office of the general capacity of that young man before the second examination took place?—Yes; before the second examination took place, the real examination; the other would only be preparatory; I think that sufficient attention is not paid to French; in other languages English diplomatists are equal to their colleagues abroad; but in a knowledge of French they are generally found to be deficient.

3247. In Russia, I believe, not only are all matters of business transacted in French, but the language of society is French?—Yes.

3248. It therefore depends upon a man having a perfect facility in the use of French whether he is at home or not?—Yes, exactly; besides that, in every country all diplomatic conversation on business is carried on in French; and, therefore, it makes a difference whether an English diplomatist has a perfect knowledge of French or not; if he is conversing with a Frenchman, and is not a thorough master of the language, he is, of course, placed in an inferior position in the conversation.

3249. A question has been discussed before this Committee at considerable length as to whether a small payment, to be made on first entering into the service, would not place the attachés in a position, on the one hand, of more comfort and independence, and on the other, increase their sense of public responsibility; what is your opinion upon that point?—My opinion is, that the present system is the best; that the heads of missions abroad are so inadequately paid, that if young men cannot maintain themselves entirely for five years, and partially for 10, 15, or 20 years on their own resources, they will be unable later in life, when they are named ministers or ambassadors, to meet the necessary expenses of their position.

3250. Would not that amount to a very high property qualification for the service?—Not higher than what is requisite.

3251. Has it not, in many cases, been stated that it is somewhat depressing to a young man to be employed for so many years without having the sense that he is rendering actual service, which feeling is produced by the receipt of fair remuneration?—Yes, doubtless; but I think that it is better that the depression should come when he first enters the service than later; after he has been in it 20 or 30 years, and then finds himself in difficulties.

3252. Am I to understand you to say, that you think that even a small salary might tempt young men into the service, or rather tempt their families to place young men in the service who would therefore find themselves in a painful position?—Yes; I think it would have that tendency especially, because the expense of living is so very much greater generally abroad than it is in England; so that a matter of 100 *l.* in England would seem of more account than it really was.

3253. Do you mean that the general cost of the living of a young man is greater in most of the foreign capitals than in England?—Far dearer.

3254. That has been your experience?—Most decidedly; I may mention my own case: my net salary is 380*l.*; I have lately married; my single item of house-rent at St. Petersburgh, is 420*l.*; the rent of a carriage, which even to an unmarried man is indispensable in St. Petersburgh, costs me 220*l.*; I did that economically; the price paid by my foreign colleagues is 250*l.*

3255. Have you found, on the whole, that the inferior salaries places our diplomatic

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matic servants in a disadvantageous position in comparison with the diplomatic servants of other countries?—Yes; especially heads of missions; our ambassador at St. Petersburgh is paid less than the French or the Spanish, or the Austrian ambassador; he has a smaller house than either of them, and is obliged to live more economically.

3256. Did you go through any period of probation in the Foreign Office?—Yes, three months.

3257. During that time, how were you employed?—In copying despatches; nothing else.

3258. You were not called upon to make any précis?—No.

3259. You did nothing that would in any degree be either a test of your capacity, or give you any very important information?—Nothing at all; I was the first who entered the Foreign Office in that way, and possibly things have changed since.

3260. You derived from that no other advantage, except from the incidental knowledge which you obtained from papers which you were copying?—Exactly.

3261. Do you think that a closer communication between the Foreign Office and the diplomatic service would be advantageous; for example, by occasionally requiring that a diplomatic servant should pass a certain period of his time in the Foreign Office, before he was appointed to any particular grade; and again, that certain of the clerks in the Foreign Office should be employed on foreign missions?—No; I do not think that that would be an advantage.

3262. Do you think that an occasional return home to perform the more methodical duties of a public office might not be of use, as a contrast to the somewhat irregular duties of the diplomatic service?—It would doubtless have an advantage; but I think it would be attended with other disadvantages in this way: take for example a secretary of legation, he would not like to enter into a very subordinate position at the Foreign Office.

3263. I was rather referring to the junior branches of the service, and to what takes place I believe in most of the foreign chanceries?—Yes, occasionally that is done; but only in the foreign chanceries, I think. If an attaché merely went home to the Foreign Office to copy despatches, a certain number of hours every day, I do not see that he would gain very much advantage, and he would lose to a certain extent his facility in speaking foreign languages.

3264. And which you think it is most important should be kept up?—Certainly.

3265. What is the relation between a paid attaché and a secretary of legation, or a secretary of embassy?—Nominally; and according to the recent regulations, it is the secretary who receives the work from the minister, and distributes it to the attaché; but I believe that a minister generally finds it more convenient to give the work himself to his attachés.

3266. Have you found any inconvenience to result from the title of "attaché", rather than secretary of legation?—Yes; in other services the title "attaché" is confined to the unpaid attachés, while the paid attaché is called second or third secretary, and the secretary is called first secretary in the French service, and chancelier in the Russian service; and it is, I think, only in the English service that the title "attaché" is applied to the salaried members of the service.

3267. Do you attach any importance to an alteration in the title?—No; not any very great importance.

3268. Would it be considered a boon to the profession if the commission was allowed to date from the appointment to a paid attachéship, instead of secretary of legation with regard to a claim for a pension?—Certainly, it would be a boon; because a man is now often from 10 to 15 years in the service before he becomes secretary, and the whole of that time, according to the existing regulations, does not count.

3269. Do you think that if the commission were to date from an earlier period, it would incline men to leave the service sooner, and throw a large additional burden upon the public?—I do not think so; I think that a man would generally prefer remaining in the service until there was some good reason, either from age or otherwise, for his quitting it.

3270. Mr. *Hankey*.] Have you experienced any inconvenience from the system of agency which exists at the Foreign Office?—No inconvenience, with the exception that the agent has so much a year for his trouble.

3271. Do you think that the system of agency, so far as the diplomatic service

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is concerned, works satisfactorily for the diplomatic body?—I think that, as far as it works, it is quite satisfactory.

3272. You do not complain of having to pay, nor do you think that others complain of having to pay, one per cent. upon their salaries to the agents at the Foreign Office for doing work for them?—Of course, it would be more agreeable not to have to pay it.

3273. Could you get the same work that is done for you at the Foreign Office performed for you, without any such payment, through your ordinary London agent?—No, I think not; because one of the chief duties of the agent is to forward to us our letters. Of course a banker could receive our salary, but the agent in the Foreign Office has to forward to us our letters; to send us any little parcel, and to look after our interests generally, in a way that a banker could not do; and it requires some one in the Foreign Office.

3274. Do you think that the agent has any influence in forwarding the interests of those whose business he specially transacts in the Foreign Office?—He is generally understood to have some little influence.

3275. Do you believe that it is so?—To a certain extent; in obtaining an exchange, for instance. If a man wishes to exchange with another (I do not mean with regard to promotion); but if a man wishes to effect an exchange, he writes to his agent, and asks his agent to find out whether there is any other man in the service who is willing to exchange with him; and if there is, all that is required then, to effect the exchange, is the consent of the Foreign Office.

3276. Do you not think that you would have the same right to make that communication through the Under Secretary of State without the intervention of an agent?—I think that the Under Secretary of State would probably be too busy to make the inquiry, whether a man here or a man there were willing to exchange with you.

3277. Do you think that your chances of promotion, or such changes as you might consider would be advantageous for you, would be damaged if you did not employ an agent in the Foreign Office?—The chances of promotion would certainly not be damaged if the whole system were swept away, but it might sometimes be more difficult to effect an exchange.

3278. Mr. *Baillie Cochrane.*] How soon after you were appointed paid attaché did you pass your examination?—One year and a half, I think.

3279. Were you at home when you were appointed paid attaché?—No; I was abroad, at Athens.

The Hon. *Julian Fane*, called in; and Examined.

Hon. *Julian Fane.*

3280. *Chairman.*] YOU are at present Secretary of the Embassy at Vienna?—Yes.

3281. How long have you been a member of the diplomatic service?—Since the year 1844.

3282. How long were you unpaid attaché?—I was appointed unpaid attaché in 1844, and remained so until the year 1851; I was then appointed to Vienna as second paid attaché, and I remained second paid attaché until the year 1854; I was then made first paid attaché at Vienna, and in the year 1856 I was transferred from Vienna, exceptionally, to accompany the special mission of Lord Clarendon to Paris in that year. Immediately afterwards, I was appointed secretary of legation at St. Petersburgh, where I remained for two years; I was then transferred in the same capacity to Vienna, and I was several times chargé d'affaires while I was there; I was made secretary of embassy when the mission was lately changed to an embassy at the end of last year.

3283. Is it the result of your experience, that the diplomatic profession is now more regarded as a regular career?—I should say that it is so now, certainly.

3284. In what sense do you use the word "now"?—I was referring rather to former times, when there were persons who became attached to a legation or to an embassy temporarily, and merely with a view of acquiring a social standing in a foreign city, and it was understood that such persons would not remain in the service. Now, however, I think it is seldom that you get a person attached to the service, who does not come in with the view of making a career of it. In my experience, I have not met with many—hardly any—cases of persons who have come in with a view of stopping a year or two, and then leaving it.

3285. Do

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3285. Do you think that any effect has been produced by a previous examination being required?—Yes, I think there has; to a certain extent.

3286. Did you undergo any examination?—No; the examinations were introduced subsequently to my entrance into the service.

3287. Speaking from your own experience, do you think that the examinations are, upon the whole, satisfactory?—I should say certainly that the first examination was a very desirable thing, and that you should not allow men to come into the service without having undergone an examination to prove that in certain branches of knowledge they were more or less competent.

3288. Do you think that the present system, in that respect, is satisfactory?—I believe so; I am not aware from personal experience what the effect of it actually is, but I should apprehend, from what I have heard, that the examination affords a fair test of capacity.

3289. Judging by the young men who have recently come into the service, should you be disposed to give the same opinion?—Yes.

3290. Are they generally now men possessing more knowledge, and better educated, than they were formerly? –Yes; I think that the men who now come into the service with a view to making it a career, are generally men who are more competent than the men who came in formerly, and were temporarily attached to a mission, just to make it a convenience; I apprehend that the system of examination tends very much to increase the efficiency of the men who come in, and affords security that they are possessed of a certain amount of knowledge and of education when they come in.

3291. Do you think it would be advisable to carry the system still further, and to make it one of open competition?—Is it meant by a system of open competition, that the person who succeeds best in the examination shall necessarily be appointed?

3292. Yes?—Then I apprehend that that would hardly be practicable, for there are qualities which are requisite in men who are candidates for the diplomatic service which it would be impossible, I think, to test by examination, and yet which are indispensable.

3293. In what way are those qualities at all tested by the present mode of appointment?—I presume by private recommendation, and, perhaps, by parentage, to a certain extent. There would be this fact to be borne in mind: I will suppose that a man who went into the service was not familiar with the habits and manners of the class of society with which he would have to mix in his official capacity abroad; he would find that to be a great drawback, and most detrimental to the efficient performance of his duties.

3294. Are the young men, who are at present members of the diplomatic service, generally of that class that would mix in the best society of the place where they happened to be?—Yes; I have found that to be the case in my experience.

3295. Do you find that they generally mix in the society of the place where they are?—Yes; I should say so, certainly. Of course there are cases in which men's habits lead them rather to prefer a solitary life, than to care very much about society; but, as a rule, I should decidedly say that they do mix in society.

3296. Should you say, that the young men attached to the English missions, or legations, mix as much in society as the young men connected with other legations?—I should say, nearly so.

3297. At any rate, supposing that there is a deficiency in that respect, you do not think that it could be remedied by any distinctly palpable means?—No; I do not see that it could be. If you put the case in that way, I think, perhaps, that the persons belonging to foreign missions, that is to say, foreigners, from their habits, are more social than Englishmen, and, therefore, perhaps, as a rule, they do go more into society; but, assuming that I am asked whether I think there is a disposition on the part of young Englishmen entering the diplomatic service, to eschew society, then I should say, that that is not my experience at all. I think that in most cases, they regard it as part of the duties which they have to perform, to go into society more or less.

3298. Does it, in your opinion, in any degree depend upon the head of the mission?—I think that the head of a mission may influence his subordinates in every respect, and in that respect I think it is a duty that the chief of a mission owes to his subordinates to introduce them into society as much as possible; and I think that one very great reason for that is, that when a young man goes abroad

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to join a mission, say at the age of 20, before his character is at all formed, if he is at once introduced into good society, he is likely to remain in it; whereas, if he is not so introduced, he might find a society which is, perhaps, more congenial to very young tastes, but hardly, I should say, so beneficial to a man's character.

3299. Have you found generally, in the diplomatic service, that the relations existing between the superior and the junior classes of the service are satisfactory?—Yes; I should say so, certainly, in the cases which have come within my own knowledge.

3300. Are the communications as familiar and as habitual as they are in foreign missions?—Yes, as a rule; and I should be inclined to say a little more so; that the head of an English mission sees more of his subordinates with more facility, and upon a much more equal footing than the chiefs of foreign missions do.

3301. Has it come within your observation that there are several foreign missions in which the head of the mission is either obliged to entertain his subordinates, or to make them an allowance instead?—Yes; I have known that to be the case in many instances; and I have found almost invariably that the chief of a mission in that case prefers paying the expenses, or paying, as it may be called, a certain diet money to the attachés and secretaries in preference to entertaining them in his own house.

3302. Do you think that the entire non-payment of the junior branches of the profession carries any disadvantages along with it?—I think that the principle that, if work is worth having, it is worth paying for, is decidedly a very sound one; but, on the other hand, I must say that in my experience I have found that the work done by the present unpaid members of the diplomatic service is exceedingly well done, and that they are most efficient. I have never found that an attaché has presumed upon the fact of his not being paid, in order to shirk his work, or to act in any way insubordinately to his chief. And it appears to me that the argument upon that point is a strong one; that if the public service is efficiently performed by a body of men who do not receive pay, it would not be advisable, I think, that the country should incur the very great additional expense which would be involved by the payment of all the members of the service, when a corresponding benefit would not be conferred upon the public service.

3303. Supposing it were thought advisable somewhat to diminish the payment made to the paid attaché, or secretary of legation, and to transfer a portion of the amount to the earlier part of their career, so as to spread the general receipt over a certain number of years, do you think that that would be preferable to the present system, of remaining so long without any pay, and then receiving a considerable sum?—I apprehend, from what I know of the opinions of the unpaid attachés upon that subject, that it would not be popular with them, and that they would rather remain for some time unpaid, and then have the salary which is now given; of course no man expects, with any experience of the service, to live upon his pay in any grade of it.

3304. Do you not think that gratuitous service in some men's minds causes a sense of disgust and annoyance?—If I thought that that was the case, or that it in any way interfered with the efficiency and zeal, and readiness of men to do their work, I think that that would be an unanswerable argument against it; but I must say that in my experience of the work performed by the unpaid attachés, I have not found it to be the case, or that it makes them in any way dilatory in their work.

3305. Have you found in the chanceries in which you have been that there was sufficient work to employ the present staff?—The staff certainly has varied in several missions that I have been in, and the work is of a very unequal character; sometimes it may be the case that for a month or two months the work is exceedingly heavy. I have known instances at Vienna when the work has been as heavy as I think it could be in any public office in England, and the reason of its being heavier in some cases is, that it often happens that men have not only to work many hours consecutively in a day, but to resume work at night, and work till a very late hour in the morning.

3306. Have you known instances in which the work has been so heavy, that a demand was made for additional assistance?—Yes, certainly; I have known such cases. I recollect one or two special cases in which that demand was made.

3307. Was the additional assistance that was asked for granted?—Yes.

3308. In what way was it given?—By sending an extra attaché, either one belonging to another mission, or who happened to be at home; or else a person who

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who was altogether new to the service was sent to the mission which required extra assistance. Hon. *Julian Fane.*

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3309. At Vienna have you your Sundays free?—No, I should say never.

3310. You work always on Sundays?—Yes; it depends very much upon the arrangements. At the present time the messenger arrives at Vienna on Sunday morning, and on Sunday morning there is a good deal of work that requires to be done at once; and there is generally, without referring to political business, other business, which may be called of a current character, which has to be attended to at once, and communications which have to be forwarded either to the foreign missions, or to the Foreign Office.

3311. Is there business in the principal chanceries of a nature so little political and really of so little importance, that it could be satisfactorily transferred to any other department, such as the office of the consul?—There is a great deal of business at all missions, which I think might be undertaken by the consul; at Vienna there is a very great deal of business which the secretary has to do, as, for instance, to take affidavits: if any affidavit has to be made in order to be filed in an English court of law, it is taken before the secretary, and he has to swear the person; and then constantly there is a variety of documents, which, if there is anything of a legal character connected with them, and they are likely to be quoted in a court of law, have to be legalised according to the laws of the country by the Austrian Minister for Foreign Affairs, and whenever that is done, we have to legalise the signature of the Minister for Foreign Affairs, and I suppose there is not a day there, without one or two documents of that sort having to be attested. I apprehend where a consul is in the same city with a mission, that he undertakes that work. Again, in the case of parties who are about to be married, they have always to make a declaration before either the secretary or the minister; it is anybody holding the Queen's Commission, and an attaché does not answer that description.

3312. You think that of some amount of that work the diplomatic body might be relieved?—Yes, I think so; where there are consuls I think that they might take those merely technical matters into their hands. There is also another case that I may mention; that of persons living abroad who have to sign their life certificates. It has really astonished me at Vienna to see how very much that sort of business has increased; occasionally it has amounted to so much as actually to interfere with the work of the chancery, from the very large number of people who come on that kind of business.

3313. And business connected with commercial matters also?—Very frequently. Anybody having commercial business to transact there, can, at his option, and will very often, come to the chancery for advice, and perhaps to lodge complaints against the authorities; the custom-house, and so forth.

3314. I believe there is no consul at Vienna?—No.

3315. To what is the business of the vice-consul limited?—He makes reports upon trade; and in any case where persons apply to the mission for information, which is of a technical character, and which they are not well acquainted with, I would refer them to the consul; very frequently it is important to have a person connected with the place, and having local knowledge, who may be referred to upon questions which the mission are not so well acquainted with.

3316. Is the vice-consul an Englishman?—No.

3317. There is no native official, except in connexion with the embassy?—I believe that the vice-consul at Vienna may possibly be a naturalised Englishman, but I think not.

3318. Upon the question of promotion, do you think that any additional element of seniority could be introduced with advantage, so as to be satisfactory to the service?—I think that of late years the principle of seniority has to a very great extent been followed. I remember about four years ago, when a great many appointments were made, that they were made, almost all of them, in the order, or very nearly so, in which the men stood on the list; of course, if you were to come to reduce the principle to an absolute rule, I think that, practically, you could hardly make it obligatory upon the Secretary of State to appoint a person whom he thought not qualified for any post that was vacant.

3319. Upon a vacancy occurring, should you see any objection to that vacancy being offered to the person next in seniority, or, at all events, to give the refusal to him?—As a rule, I should think that a good practice, but subject, I think, to the condition which I have mentioned; for I think that no person would willingly

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assume the office of Secretary of State if he were to have persons, whom he thought unqualified for a particular post, forced upon him.

3320. Might not that arrangement be made with reference to the lower branches of the service, as it might be in any other service, without interfering with the higher branches?—I should say so, certainly, for the lower branches, it would do as a rule; I think, as far as my recollection goes, that of late that principle has been followed out to a very great extent.

3321. Do you think that there is, practically, a constant course of seniority going on in the service?—I think so.

3322. I believe you have been employed principally in Germany?—Yes, and at St. Petersburg; but principally in Germany.

3323. You are therefore very fully aware of the relations of the German Courts to one another, and to Europe?—Yes.

3324. What do you think would be the effect of such a diminution of the service in Germany as would do away with certain of the missions, substituting either a chargé d'affaires or an attaché, such as there is at Carlsruhe, and connecting them with certain important centres of communication?—My experience of the working of the smaller missions in Germany, particularly as I have had very frequently of late to conduct the affairs of a large mission in Germany, is, that those small missions are exceedingly useful; and I think that no person who has had the conduct of affairs in a large mission would come to any other conclusion; of course it is a delicate matter to treat generally, but I think it may be said that the influence of the smaller courts in Germany upon the policy of the great ones is so very great, that it is necessary, for the interests of the public service, to have some person at what you may call those various sources, from which the policy of the great states flows, more or less.

3325. Do you mean that in the present dubious state of German politics it is difficult to say what may be the points of interest at any particular moment, and that therefore it is hardly safe to dispense with our diplomatic establishments at any point?—Exactly so; and I think so, particularly at the present time. I should look upon it with very considerable uneasiness; for it must be remembered that other great powers have their representatives at those small courts; and, of course, any influence which any foreign power is attempting to exercise in Germany will invariably be exercised in the first instance at the smaller courts, with the view of their bearing upon the larger ones; and, as it is important that we should know what is being done in Germany, if we have not representatives there, and representatives who, by their position, will be on a par with the representatives of other foreign powers, the interests of the service, I think, would suffer.

3326. Because any one of those small courts might, at any moment, become a salient point of great public interest?—Without the least doubt.

3327. Therefore if those small courts were denuded of diplomatic servants, the British Government might labour under a great disadvantage?—I think so, certainly; of course the British Government would always have very great interest in knowing what is passing in Germany, and I think they would work at a very great disadvantage in that respect if the small missions ceased to exist. There are times when, perhaps, for a decade of years, there is nothing passing, and practically, there is very little to do at the small courts; but I am contemplating a contingency which may arise at any moment. I ought to say that my opinion on this subject has changed entirely from what it was before I was aware of how matters worked at these small courts, and what sort of knowledge was to be gained from them. I was theoretically of opinion that it would be a good thing to do away with those missions, and that they were useless; but my opinion has certainly changed in consequence of the knowledge I have acquired of how they work.

3328. How far is the embassy at Vienna made aware of the transactions between the small courts of Germany and the British Government?—It is in the discretion, of course, of the Secretary of State; but whenever there is business transacted at the small courts which he deems of importance to be known by the missions at the larger courts, it is immediately communicated to them.

3329. Are those communications very frequent and ample?—They are frequent at times.

3330. Is it necessary for the transaction of business at Vienna that you should be kept fully informed of what is going on?—Certainly, in particular cases I think it is very important that we should know what is going on.

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3331. Is there any systematic arrangement upon that subject?—No; it depends entirely upon the Secretary of State; but I think that whenever there are points of interest, the communications which are received from the small courts are immediately sent to the large courts.

3332. As a matter of fact, are copies of the correspondence between the Foreign Office and the small German courts sent to Vienna?—Very frequently.

3333. What do you conceive to be the relations between a secretary of legation or of embassy, and the head of the mission?—I should say that the secretary of embassy or of legation stands in relation to his chief as the Under Secretary in the Foreign Office stands in relation to the Principal Secretary of State. Of course very much depends upon the personal relations existing between the chief and the subordinate; but in my experience, as far as it has gone, with the chiefs under whom I have had the honour of working, it has always been of course my wish and my duty to relieve them as much as possible of what business I could, and there is a great deal of the current daily business, mere technical business, that the chief may devolve upon the secretary, and in all my experience I have found that he always does so. There are other persons who from their idiosyncrasies prefer to do their business themselves; if it is the mere writing of a technical letter they prefer to do it themselves.

3334. In the more important of the missions, is there, so to say, enough for both the head of the mission and the secretary of legation to do?—Certainly; at Vienna, without doubt, they may both be well employed; but, as I said before, the nature of the diplomatic service, or the work to be performed varies so much at times, that you may have for six weeks really hard work to do, and then a lull will come; but striking an average through the year, both the chief and the secretary have a very fair amount of business to do. When the chief goes away, the secretary takes his place, and his work becomes, at times, exceedingly hard.

3335. In the more important embassies, is it the habit to send any number of the mission to reside in other parts of the country for the purpose of supplying information?—That is occasionally done, but it is exceptional.

3336. It is done only upon special occasions?—It is certainly only in exceptional cases that it is done.

3337. Is it at all the custom to ask for reports upon special matters to be made to the head of the mission by the members of it?—If, for example, an attaché is detached on special service, it is invariably so.

3338. Are those reports sent home?—I think so, invariably.

3339. Is it becoming more the custom to require those reports to be made by the subordinate members of the mission?—I should say so, of late years. There have been many occasions on which it has been a matter of interest to the chief of the mission to verify certain facts, by sending a person in whom he had confidence, to a place, or to ascertain the truth of rumours which had been circulated; in that case he detaches either an attaché, or his private secretary (who is always an attaché *pro tem.*) on such service.

3340. How far, in your opinion, has the labour of a mission been affected by the great facility of communication afforded by railways and electric telegraphs?—The mechanical labour has been increased by it, no doubt; the use of the telegraph has increased the work of the chancery very much.

3341. Do you mean in the interpretation of the telegrams?—Yes; and the ciphering of them.

3342. At the same time, has there not been a certain diminution of business, arising out of the facilities of communication?—I apprehend not: of course the electric telegraph is used for making communications, but those communications are always as brief as may be, and therefore the communication made through the telegraph has almost invariably to be expanded into a larger communication to be sent by another opportunity.

3343. Do you mean, then, that the telegram is not a substitute for a despatch, but rather an addition to it?—Yes, undoubtedly; for example, where formerly a despatch would have conveyed the information, a despatch is equally written now, the telegram having been sent as a precursor of the despatch.

3344. Have you had, therefore, additional trouble in Vienna in transmitting telegrams?—I have known a great deal of work created in that way, particularly during the Crimean war.

3345. Who is it that deciphers the telegrams?—Any one of the attachés, or the

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the Secretary, or even sometimes the minister himself; when a telegram comes to the chancery it is opened and deciphered by any one of the attachés, and put in a box and sent up to the minister, or to the secretary.

3346. Is it always left to some member of the mission to decipher?—Yes, always.

3347. No telegrams are ever deciphered by any person not connected with the mission?—Certainly not.

3348. Have you any permanent resident officer at Vienna?—None whatever, with the exception of the vice-consul, but there is no permanent officer attached to the embassy.

3349. Have you found there and elsewhere any want of a permanent officer like the *chancelier* in foreign missions?—think, no doubt, that there would be advantages in having a person having local experience, and possessed, perhaps, of some knowledge of the traditions of the place, and also some personal knowledge of individuals; but the difficulty that I see in any appointment of that sort is this, that supposing he was on the same social footing as the rest of the members of the embassy, I apprehend that he would find himself in a very difficult and disagreeable position; for example, if he found that he was fixed at a salary say of 400 *l.* or 500 *l.* a year, while his colleagues and compeers, as I may call them, were mounting in the service, and getting promotion, he might feel himself aggrieved. If, on the other hand, you had a person who was more in the capacity of a working clerk, his position, would be a disagreeable one, because he would not be exactly on the same social footing as the others; and there would also be a difficulty in knowing how far he was to see the correspondence, or rather to keep the correspondence; I think it would be very difficult indeed to arrange what should be his particular part of the business as connected with the actual political correspondence of the mission.

3350. Do you know whether the same effect is produced in foreign legations?—I have known very few cases; I have known one or two; I have even tried to ascertain, for the gratification of my own personal curiosity, how they limited the functions of that official, but I have not succeeded; I think it is a matter upon which the embassies are rather reticent; they do not like to give any insight into the details of the system.

3351. As far as you are aware, it is the custom only of foreign missions to have some such person employed?—Yes, and I believe that that person is always charged, for instance, with the duty of giving out passports, and with viséing passports, which is of course a part of the business for which we require no one, for we never visé passports, we only issue passports. If every Englishman who came to Vienna had to come to the embassy to get his passport viséd, it would occasion a considerable amount of business for some person attached to the embassy. It was the case some years ago, but it is entirely suspended now.

3352. Have you any distinct opinion as to any change that you think it would be advisable to make between the relations of the Foreign Office and the members of the diplomatic service?—I think that there is a very good rule which perhaps might be expanded, which is, that a person before being appointed attaché to a mission abroad, is required to serve in the Foreign Office, I think, now for three months. As to whether it is possible to arrive at an interchange between the junior members of the Foreign Office and the diplomatic service, I think it would be attended with benefit in the junior branches; but I do not think that as you got up in the service it would be practicable.

3353. Where would be the difficulty on your side of the question, that of the diplomatic service?—I think that one objection might be this, upon the supposition that it was made compulsory, that it might be very disagreeable to a man employed in the Foreign Office, we will say as a clerk, to be told that he must give up his place, and be sent to a mission as an unpaid attaché. I could imagine that, to a man who was a junior clerk of a higher grade in the Foreign Office, and who was, I will suppose, in the receipt of a salary equivalent to that received by a paid attaché, 300 *l.* a year, it might be very inconvenient to him to have to give up the 300 *l.* a year which he received in London, and where he was more at home, and have to receive only an equivalent sum in some foreign city, and be thrown entirely upon his own resources. I think that difficulties might be found in that way.

3354. Do you think that the same remark would equally apply to the senior branches of the service, supposing exchanges to be made between the senior clerks

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clerks and secretaries of legation?—It might, no doubt. I apprehend that the salary in each grade would be about the same. I suppose that one of the chief clerks in the Foreign Office receives about the same amount of salary as a secretary of legation; and no doubt that amount paid to him in London would represent a very different value from the same amount paid to him in a foreign capital. Then as regards the duties to be performed in the Foreign Office; I apprehend that, in working the Foreign Office, it would very often entail great inconvenience, if there were to be a constant change of the person in the position of the head of a department, both as regards his subordinates, and those above him. I think that nobody, acquainted with the practical working of official business, can doubt that, with every new man who comes in, there is always some considerable time before the work will go quite smoothly; for he has to get used to his subordinates, and his subordinates to him; he has to ascertain the manner in which his chiefs wish the work to be done; and every man, however able he may be, must pass through a certain apprenticeship in the place.

3355. Do you think that there is any such marked difference between the work of the Foreign Office and the work of a foreign chancery, that would make it difficult for a man, in a short time, to transfer his services from one to the other?—Within not a very long time perhaps it might be done; but I was contemplating more the constant changes that would occur under a system of compulsory exchange. If you take the reverse of the case I have supposed, it would be that of a person who has been employed as chief clerk in the Foreign Office, and who finds himself in the position of secretary of legation, or of embassy, in one of the great capitals of Europe, having very distinct and different functions to perform. I should imagine that the business of the chief of a department in the Foreign Office is exclusively confined to the work of the office; whereas a secretary of legation, or of embassy, has a great deal of work to do which is performed by personal communications.

3356. Would not the experience and the knowledge of a person who had been employed confidentially in high posts in the diplomatic service be likely to make him very efficient; for example, as an under secretary, or as holding some high post in the Foreign Office?—I think that, occasionally, as is often done in foreign services, it is certainly a very wise plan. Whenever you can fix upon a man who is specially fitted for a particular post, and it is possible to appoint him; I think it might be done. Under the present system, I do not think either in the case of the appointment of a diplomatic servant of the Crown to a place in the Foreign Office, or the appointment of a gentleman in the Foreign Office to a post in the diplomatic service, that the Foreign Office or the diplomatic service would cavil at all at the change.

3357. You are aware, no doubt, that Mr. Backhouse and Mr. Addington had both received a diplomatic education?—Yes; and I have known that to be the case recently; there was a case that occurred in Austria: Baron Koller, who was minister at Berlin, was called away from Berlin, and made Under Secretary of State in the Foreign Office.

3358. Those changes are very frequent in foreign Governments, are they not?—No; not frequent. I have known cases in Austria, but I do not think that I can remember more than two cases. Baron Koller is one instance of diplomatists who have been employed in the Ministry for Foreign Affairs.

3359. Are there very frequent changes made between the diplomatic body and the members of the Foreign Office at Vienna?—No; I think there are only two cases that I can remember.

3360. You are not aware whether the same thing occurs in the subordinate offices?—No, I am not; but I should imagine not; I think not, as a rule. There are cases occasionally in which men are recalled from a mission, for some reason or other, sometimes on account of health, and they are then placed *en disponibilité* nominally, but they are employed at the Foreign Office.

3361. Mr. *FitzGerald.*] Was not the Austrian Minister at Dresden in a position similar to that of the Under Secretary of State at Vienna?—Yes; he occupied the position now filled by Baron Koller, who was Minister at Berlin; the former on vacating the post of Under Secretary, was sent as Minister to Dresden.

3362. *Chairman.*] I believe that the mission at Vienna has been raised to the rank of an embassy since you went there?—Yes.

3363. Has any other change taken place in the organisation of the mission in

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consequence of that?—No; I think there may have been one attaché appointed since that time.

3364. Has any alteration taken place in the organisation generally since it has been raised to an embassy?—Not in the official business of the chancery; in the official position of the ambassador very great changes have taken place, no doubt.

3365. In what way?—At the Court of Austria there are regular rules laid down, pointing out the manner in which the ambassador shall be received at Court, and the manner in which the ambassador shall in his turn, as representative of the Sovereign, receive society there. These regulations all tend to alter the position of the chief of a mission very much, and, of course, entail very considerable duties upon him.

3366. Would they also entail additional expenditure upon him?—Yes; very considerable additional expenditure.

3367. Of what nature?—In this way. It is obligatory both upon the ambassador and the ambassadress, according to the etiquette of the Austrian Court, to receive in state the whole of the society there, and that obliges the ambassador at once to open his house; and it is usual, both for the ambassador and the ambassadress, to do so for three days each. Then as to the equipages in which they go to Court, they are all settled by regular rules: what he shall have, and how he shall proceed, and in what sort of state; and of course, in order to fulfil these conditions required by the etiquette of the Court, a very considerable addition is made to the expenditure of the ambassador.

3368. It would therefore not be unreasonable that there should be some difference in the salary of the minister at Vienna?—I apprehend not.

3369. Lord *Harry Vane.*] Is it not the fact that in consequence of the mission having been raised to an embassy, there has been an increase made to the salary of the ambassador?—I believe so.

3370. Mr. *Baillie Cochrane.*] Has the salary at Vienna been increased since it was made into an embassy?—Not again; it was increased, I apprehend, when the ambassador was appointed, but not since he was appointed.

3371. It was increased when the mission was changed to an embassy?—I believe so.

3372. Do you think that the class of young men who enter the diplomatic service has improved since the examinations have been introduced?—I should say that the attachés who are appointed now are of a more satisfactory character. I believe that they are men possessed of more education, and more specially fitted for their posts; and I think the change is very much due to the fact, that formerly persons were made attachés temporarily to a mission merely for the purpose of gaining the advantage of a social position; but now persons who enter the service intend to make it a career.

3373. You consider that the diplomatic service has become more of a career of late years?—Yes, without doubt.

3374. Mr. *Hankey.*] Have you ever found any inconvenience arise from the system of agencies as it exists at the Foreign Office?—No; it is an anomalous proceeding altogether; the inconvenience is that one's pay is docked so much per cent.; but I must say that I have found the convenience of it very great in this way. You have an agent there who receives your account, and pays it into your banker, with the proper deduction for income tax; he considers that for the profit he gains for what he does for you, he is more or less your representative in the Foreign Office, and constantly when you want things done, which it would be perhaps inconvenient to ask for officially, you may have them done through him; perhaps you want books and papers sent out to you, and you apply to the agent, who immediately brings the case before the Under Secretary. There is a great deal of business that he does which I should be sorry to lose the benefit of.

3375. Do you think that you get an equivalent for the one per cent. that you pay to the agent?—Yes; but I think the matter rests entirely upon a man's personal opinion. If I were asked this question: do you think that for the proportion of your salary which is deducted by the agent, you get an equivalent in work done by the agent, I should say, yes; and I am willing to pay him that proportion for the work he does for me; but there may be persons in the diplomatic service who think otherwise.

3376. Do you think that you would suffer, or that the other members of the diplomatic service would suffer, if they had not an agent at the Foreign Office, and

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and therefore were without some person to look after their promotion a little, and to any exchanges that they might wish to make?—As far as my experience has gone, that is a matter with which the agent has nothing whatever to do; he merely acts in doing business for you, which it is for your personal convenience should be done, at the Foreign Office. You immediately write to him to supply any little omissions which may take place; perhaps there is a Blue Book that you wish for, and you write to him immediately for it, and he sees that it is sent out to you; and there are many things, besides, of that sort that an agent does, which, I confess, I am very willing to pay for.

3377. Sir *Minto Farquhar.*] In any case, it is perfectly voluntary, is it not, to have an agent, or not?—Perfectly; I have always understood so.

3378. Have you ever known cases where there has been a suspicion of any undue influence being exercised by an agent in favour of his client?—Never.

3379. Mr. *Hankey.*] Do you think that the present system of requiring a person to undergo a second examination previously to his promotion is a desirable one?—I think that that is entirely a matter of opinion, which can only be formed from experience, as to what effects the examinations have; I should imagine that if you like to divide the examinations, and have two, one for a person entering the service before he is paid, and a second examination when he is paid, I should think that system would work well.

3380. Do you not think that there is some inconvenience in obliging a young man to come back to England to undergo an examination before his promotion, when he may be, perhaps, in South America?—I apprehend that that is not the case; but that where a man has passed his examination as unpaid attaché, and he is unpaid attaché at some great distance from England, and is then promoted to be paid attaché, if he is actually at the place at which he is promoted, he immediately assumes the duties of his office, and receives his pay, and is merely examined when he returns to England in the natural course of things.

3381. According to the present system, having received the appointment and the pay of a paid attaché, he has to undergo a subsequent examination in London, in which he may not be successful, although he has been so appointed. Would it not be a degradation to him to deprive him of the office which he had held, because of his want of success?—No doubt it would appear to be very inconvenient, but I imagine that, in practice, it would be very seldom the case.

3382. Do you not think that one complete examination, if the candidate were, in the first instance, willing to undergo it, would be better for him, and that he would be fully qualified after that for any future promotion to which he might have an opportunity of succeeding?—Yes; I understand the question to mean that he should undergo a first examination so full, that if he passed it he should be considered quite competent.

3383. Yes, if he so desired it?—I think so decidedly, if you could maket he passing of the one comprehensive examination optional.

3384. Would not that be an improvement?—I think so, without doubt.

3385. *Chairman.*] Is there any other point upon which you are desirous to express an opinion?—I have heard that there has been a proposal made, with regard to the paid attachés, to give them a different name, and what is more important, a Queen's commission. A great deal of business devolves at the present time either upon the minister or the secretary of legation, from their being the only persons in the embassy or legation who hold the Queen's commission; and, consequently, the business which requires the persons who transact it to hold the Queen's commission, and which might be very well transacted by the attachés, can now not be transacted by them, because they do not hold the Queen's commission. Then I have heard it suggested, that the attachés would, if they were called secretaries, be allowed to count their services for pensions, which they are not allowed to do now. A man at the present time works for a certain number of years, say five years at least, without being able to count that time for his pension.

3386. You would think such a change desirable?—Yes; that they should be called secretaries, as that would also put an end to any question that there might be, as to their relative social standing, with reference to the second and third secretaries of foreign missions; it would settle that point at once. I do not know that it is one of much practical importance.

3387. Do you think that the effect of the claim for a pension, dating from an earlier period, would be to cause a very great increase of expenditure to the

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Hon. *Julian Fane.*

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country, and that the members of the service would leave it earlier in consequence?—I should say not; because I presume that if you would allow them to count their services for pensions from the moment they become secretaries of legation, which would correspond exactly with the period at which they now become paid attachés, you would extend, probably, the term of years' service required of a man before he should be entitled to the receipt of a pension. I presume that it would come to the same thing. If, for instance, you laid down a rule, that a man must serve 20 years from the date of his first commission, that would give five years for him to remain second or third secretary, and, practically, therefore, I think the period would be the same as it is now. There is one point that I have heard discussed lately, namely, the amount of leave granted to the members of the diplomatic service. A rule has been laid down, that they should have the same amount of leave as that which is given to the members of the Foreign Office, namely, two months. Now, I think, considering what a man who comes from abroad has to do when he comes home, that the period of two months is not sufficient. I do not think it is fair to give him only the same period as is given to the members of the Foreign Office, for a man in the Foreign Office can transact what business he has to do in England during the time that he is performing his duties; but when a man comes home from abroad he has all his private business in England to perform; he has the duty of visiting his relations and friends, and very often to look after his health; to go perhaps to certain baths, and it is all crammed into two months. I think that it is hardly a fair average to strike between the members of the diplomatic service and those of the Foreign Office, and that the members of the diplomatic service might have rather a longer period of leave.

3388. Is not the regulation which has lately been made, namely, allowing them two months' leave, considered to be a great advantage?—It is based on the same principle as the leave which is given to the members of the Foreign Office; but I think the cases are not analogous, because a man belonging to the Foreign Office, who has his two months' leave, has them completely at his disposal, for recreation and health; but a man coming home from abroad would not, practically, have those two months to dispose of in the same way, because he would have so much more to do in the time than a member of the Foreign Office, from the fact of one living at home whilst in the performance of his duties, and having opportunities to attend to his private affairs; and the other coming from abroad, and finding a great deal of business to do which he must attend to, and the time for which must be cut out of his holiday.

3389. Mr. *Hankey.*] Do you know what amount per cent. you pay to the agent at the Foreign Office?—I cannot say that I have ever been able to discover quite what it is; but it is something, I think, a little above one per cent.

3390. Is there any regular scale upon which it is based?—Yes, there is; but I confess that I have not ascertained what it is.

3391. Do you receive a quarterly account from your agent?—Yes.

3392. Does he make a deduction from your salary?—He deducts a very small sum. I have very often tried to ascertain what proportion it was of the sum paid, but I have never been able to hit upon the exact sum; it always seemed to me to be a little more than one per cent.

3393. *Chairman.*] Is there any other point that you wish to mention?—No.

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Lunæ, 24° *die Junii*, 1861.

MEMBERS PRESENT.

Mr. Baillie Cochrane.	Mr. Layard.
Mr. Grant Duff.	Mr. Monckton Milnes.
Mr. FitzGerald.	Lord John Russell.
Lord Claud Hamilton.	Lord Stanley.
Mr. Hankey.	The Judge Advocate.
Mr. Hope.	Lord Harry Vane.

MR. MONCKTON MILNES, IN THE CHAIR.

The Right Honourable Lord *John Russell*, a Member of the Committee; Examined.

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3394. *Chairman.*] YOUR Lordship is Secretary of State for Foreign Affairs?—Yes.

3395. You had previously held that office?—Yes. I held it for a short time; the end of 1852 and the beginning of 1853.

3396. Between the two periods of your Lordship holding that office, has any change taken place in the constitution and character of the diplomatic service?—I do not think that there has been any change; but the first time that I held that office it was for a short period, and I could not much judge with regard to the diplomatic service.

3397. Upon the first appointment to the diplomatic service, which is generally to an unpaid attachéship, has the Minister any means of knowing the character or ability of the young man whom he selects for such appointment?—He has not much opportunity, except in particular instances, because the accounts that he gets are from the parents and friends, and sometimes from those under whom they have been, their tutors; and they are likely to be favourable; but they are always examined.

3398. Does your Lordship regard the present system of examination as satisfactory and sufficient for its purpose?—Yes. I think that, generally speaking, it is efficient for the purpose of keeping out incapable men.

3399. In the regulations which your Lordship has established, you require that they should understand French well; that they should make an accurate and good translation of any French paper into English, and of any English paper into French, and speak the French language with tolerable ease and correctness?—That is a regulation that was established by Lord Clarendon.

3400. And approved of by your Lordship?—Yes, certainly. There had been some alteration made by Lord Malmesbury, and I put the regulations back nearly to the form in which they had been established by Lord Clarendon.

3401. It has been stated in evidence by many eminent persons, that they considered a complete familiarity with the French language almost indispensable for the efficient discharge of diplomatic duties. In your Lordship's opinion, would there be any difficulty in requiring that, instead of speaking French with tolerable ease and correctness, a candidate should be required to prove himself a master of conversation in that language?—The only question with regard to that, is, whether you would not exclude some candidates who, having been well educated at Eton or Harrow, and perhaps having gone to a University afterwards, were really young men of superior ability, but who had turned their attention more to those subjects which are cultivated in public schools and Universities, than to living languages.

3402. Is not the study of the living languages almost a necessary introduction, both directly and indirectly, to an efficient discharge of diplomatic duties?—No doubt it is; but if a young man knows the French language correctly, and speaks it with tolerable ease, a year or two years' residence abroad will probably enable him to make himself perfect in it.

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3403. Is your Lordship aware of any practical inconvenience that has occurred in consequence of the examinations which are required for a paid attachéship?—Yes; I think there is a practical inconvenience with regard to those examinations. A young man is sent away to a mission, perhaps in Mexico, or to Constantinople, or Stockholm, and you may have to bring him home for his examination, which is sometimes inconvenient.

3404. Have not cases occurred in which a person has been appointed paid attaché, and has exercised those functions for a considerable time, and yet nevertheless when he comes home, he is required to undergo that examination; the effect of which would be, if he did not pass it successfully, that promotion would not only be suspended, but he would be positively degraded?—Yes; that might be the case, undoubtedly; but I have no doubt that there would be some indulgence shown, and that the individual would not be condemned for failing in a single examination.

3405. Could that inconvenience be remedied by any other form of examination?—With regard to that question, and many others, I am rather reluctant to give a positive opinion here, because I should naturally wish to come with an unbiassed mind to the consideration of the evidence that has been given before this Committee by gentlemen of experience in the diplomatic service, and in the Foreign Office. I am inclined to think, however, that some change is possible.

3406. In cases of promotion from the junior branches of the service, what means has the Minister of knowing either the special merit, or even the general merit, of the persons who might be candidates for promotion?—There is generally a knowledge in the Foreign Office of the way in which young gentlemen perform their duties. A Minister frequently comes home, and there is a good deal of conversation in the Foreign Office with their friends there in relation to the performance of the duties in their missions; so that I find, whenever I make inquiries about a young man, that there is generally in the office some information about him, and sometimes things are recorded, either in praise or in blame, on the part of the Minister. If there is a person that I think of employing, I write to the Minister, in general, to ascertain what he thinks of him; for instance, I wrote to Sir James Hudson to ask him what character he could give me of Mr. Saurin, who was with him, and who, I thought, might be employed away from Turin, if necessary. He gave me a very high character of Mr. Saurin, and I lately sent him to Naples, for the purpose of supplying any special information with regard to the state of Naples, but which I should not have done if Sir James Hudson had not given me so high a character of Mr. Saurin.

3407. Mr. *FitzGerald.*] He was an unpaid attaché, was he not?—Yes.

3408. *Chairman.*] On what grounds does a Minister act generally in moving unpaid attachés from one post to another, as is frequently done, at considerable expense to themselves?—Sometimes there are what you might call private reasons, and sometimes there are public reasons; for instance, a young man may have one of his near relations, his father or his mother, ill or infirm, and he therefore wishes not to be employed at too great a distance from home. You will find another man who is willing to go to that post, thinking it is one where there is a good deal of business doing, and then that arrangement may be made. Again, sometimes a young man has stayed too long at a place, and it is convenient that he should be sent somewhere else, in order to acquire more knowledge of the service by going to a different place.

3409. Do you think that the removal from one place to another, although a temporary inconvenience to the young man himself, with reference to expense, may nevertheless be useful to him?—Yes, I think so; and in the few instances that I have known, I have generally found the near relations very willing that there should be such a change.

3410. Is an unpaid attaché distinctly regarded as a member of the public service, so that the same regulations would be strictly applied to him, as they would be if he were a paid servant of the Crown?—If he enters the diplomatic service, meaning to make it his career in life, I consider that, although unpaid, he does belong to the public service. There are occasionally instances in which a man has been a private secretary, or has been much confided in by a Minister, and he asks that, for a time, the young man should be attached to the mission, but in a different position.

3411. Did not that singularity in the diplomatic service, of employing a very large number of persons without giving them any salary, originate in the custom

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custom of persons being attached to a minister who were not considered members of the profession?—I have no doubt that that was the case; I think, with the exception of some very considerable missions, that there was not such a regular diplomatic service before the war of 1793 as there has been since 1815.

3412. Is your Lordship aware whether any distinct claims or requisitions on the part of any unpaid members of the diplomatic service have been made to the Foreign Office on that subject?—No, I am not aware that there have been any; I have heard that the subject has been a matter of conversation, but not of regular application.

3413. In the promotion to the higher appointments, such as secretaries of legation, what means has a minister of determining the merits of the persons to be promoted?—The first thing one looks to, I think, is seniority. If a man has been a long time a paid attaché, that would seem *primâ facie* to be a reason for promoting him; but, of course, there may be other reasons either for passing him over, or for preferring some other person who had done very well, and who had been remarked as such.

3414. Is any consideration attached to the special acquirements of a person, such as sending him to a place of which he had a familiar knowledge, and matters of that kind?—No, I am not aware that that has been done; I do not think that a man would generally be promoted, on account of having been a paid attaché at a particular court or place, to the post of secretary of legation.

3415. If a man were known to be particularly familiar with the languages and habits of any country, would that be any inducement to the minister to appoint him to that country?—Undoubtedly it would.

3416. In the promotions in the service, is it the general rule that seniority is observed, unless there be some special reason for deviating from that principle?—I cannot answer as to the practice of former Secretaries of State; but, if there should be a vacancy for a Secretary of Legation, the first thing I should do would be to take up the book, called the Foreign Office List, and see who had served the longest, and whether there was any reason against him, or whether there was some person particularly qualified for the post.

3417. In a service so large and various as the diplomatic service, must not the system of seniority almost necessarily form the basis of promotion?—Yes; I should say so, as to the office which you have mentioned, that of Secretary of Legation, which seems to be a fair reward for a man who has been employed in the subordinate parts of the diplomatic service; but I do not think that it would apply to the case of a Minister.

3418. Occupied as a Minister of State in England is with other matters, has he the means of gaining a personal knowledge of the gentlemen whom he is called upon to promote?—No, he has not in general much personal knowledge of the secretaries of legation and attachés; but of course he knows a good deal of the Ambassadors and Ministers.

3419. Does your Lordship apprehend that it was for the purpose of gaining some insight into the capacities of the younger members of the diplomatic service, that the system of reports from the junior members was established?—Yes, I believe it was. I think that they are likewise useful to the country in matters relating to the trade and finance of other countries; they go to the Board of Trade, and they are useful there.

3420. Are those reports brought immediately under the supervision of the Minister?—Yes, they are; and I must say that they are often very ably put together.

3421. Since your Lordship has been in office, I believe there have been some regulations made with regard to the examination of attachés in the departments of China and Japan?—Yes, for special service.

3422. Does your Lordship see any difficulty in extending that special service to the Levant, and of substituting, if possible, Englishmen for the present interpreters who are there employed?—I think that that might be done to a greater extent than it used to be; and it has of late years been more usual to employ Englishmen, at least at Constantinople.

3423. If there were young Englishmen sufficiently familiar with the Turkish language, and others, that might be required in the Levant, would there be any practical difficulty in substituting them for the present interpreters?—I believe there

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there are practical difficulties; and I perceive that Lord Stratford de Redcliffe seems to think that there would be a difficulty, owing to the peculiarity of the languages; and Sir Henry Bulwer stated very strongly to me, in a private letter, his view of the difficulties.

3424. Are those difficulties in the direction of the habits and customs of the Turkish Government?—They do lie in the direction of the habits of the Turkish Government; I refer to substituting Englishmen altogether.

3425. Lately, I believe that some persons have been sent to perform the duties of military attachés in foreign countries?—Yes, there have; some time ago Colonel Claremont was attached to the embassy at Paris; and last year I attached General Hamilton to the mission at Berlin.

3426. In what form are those persons attached to a mission?—It cannot be done very regularly at present. They are only called military attachés; but by a late regulation that I made, the military attaché who is above the rank of colonel would rank next to the minister; but they have nothing to do with the usual work of the mission; they make military reports.

3427. Are those reports referred to the War Office?—Yes, I think they are always sent to the War Office.

3428. But a military attaché is considered to be dependent upon the Foreign Office, is he not?—Certainly; he is dependent properly upon the ambassador or minister at the court at which he resides.

3429. Is your Lordship aware whether, in the case of the military attachés of foreign Governments, they are dependent upon the Foreign Office or upon the War Office?—I am not aware.

3430. You are not aware whether a military attaché of the French Government is connected with the Foreign Office, or the War Office?—I think he must be connected with the Foreign Office; and whenever there is a change, for instance, last year, when a naval attaché was appointed, he was brought to me, and introduced to me by the French Ambassador.

3431. Would there be any practical inconvenience in having such an officer appointed by the War Office, to be in immediate connexion with the War Office, rather than with the Foreign Office?—Yes; there might be some inconvenience; for instance, if a minister at a court and a military attaché differed a good deal, they might conflict in their reports.

3432. In the present disturbed state of Europe, would there be any difficulty in enlarging that system of military attachés, so as to make them more a part of a regular system than is now the case?—No; but we do not form part of the military system of the Continent, and therefore I doubt whether it is desirable.

3433. There has been a report, I believe, addressed to your Lordship on that subject by Colonel Cadogan, who was Military Commissioner in Piedmont?—Yes; I have the report here.

3434. Has your Lordship any objection to hand it in?—None at all (*the same was handed in*).

Vide Appendix.

3435. There has frequently been a question before this Committee with regard to the effect of persons in the Foreign Office being allowed to act as agents for members of the diplomatic body; has your Lordship found any practical inconvenience to result from the occupation of the time of the clerks in the Foreign Office, upon matters which are considered essentially private?—No; I cannot say that I have found any inconvenience result from that.

3436. Your Lordship has no reason to believe that this business takes up so much of the time of any of the clerks as to diminish their efficiency in the Foreign Office?—No, I should say that I have always found the duties of the clerks in the Foreign Office, and the duties of the Foreign Office generally, exceedingly well performed. There are certain hours at which they attend; if it is necessary, or there is an urgent press of business, they must attend at other hours; but I never found that this agency, or any of their private affairs interfered with the performance of the public duties of the office, which I consider, as I have already said, exceedingly well discharged.

3437. Do practical difficulties occur with regard to the payment of what are called extraordinary expenses by foreign ministers?—I cannot say that I have attended to that subject particularly, but I believe there has been a change made in that respect, which will be more for the convenience of foreign ministers. I think that they should not be required to disburse large sums of money without being very soon repaid.

3438. Those

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3438. Those extraordinaries are of a very various character, are they not?—Yes, they are. There is a regular account sent in by foreign ministers of disbursements under various heads, I think, each quarter.

3439. Does that account include almost every demand that may be properly made upon a foreign minister?—Yes, any sums that he has to pay for the public service which are not comprised in the usual salary and allowances.

3440. The Committee has been informed that by the present arrangement of the sum of 180,000 *l.*, which is allowed by Parliament for the service, there has been a certain sum, of late years, saved to the public?—Yes. Lord Palmerston has told me that when he was at the Foreign Office he considered it desirable to have a margin, as it is called, so that if there came any special demand, such as a claim on account of greater expenditure at a particular place, or because it became necessary for a minister to hold a higher rank at a particular place, that demand upon the public service could be met without exceeding the 180,000 *l.*

3441. Does not that circumstance of a fixed sum being voted by Parliament, instead of trusting to the economy of a minister, bring with it necessarily the inconvenience of compelling the minister either to be more economical than he might think just, or else of his running the risk of exceeding the amount?—The system has gone on now for a long while, and I think that it has answered very well. Of course, if a minister found that the sum was very inadequate, he might either put an end to the system, or ask Parliament to increase it; but it has this very obvious advantage, that it does restrict, to a certain degree, the sum that is applied to the diplomatic service. I have observed, if the Committee will allow me to make a general observation, that almost every service that was formerly paid out of the Consolidated Fund, and which has been supplied of late years, or within the last 10 years, by votes of Parliament, has gradually increased, and some of them to a very great extent, whereas this sum has sufficed for the service without such an increase.

3442. But circumstances might arise, might they not, under which it would be the duty of the minister to apply to Parliament for a larger sum?—Yes. There might be such an increase of prices everywhere, that it is possible that the salaries would be found inadequate, and it might, therefore, be necessary to ask for a larger sum; and it might then be considered, whether it should be asked for on the same principle. It seems to me that the principle has been found a very useful one.

3443. A complaint has been made of the inconveniences which have been felt by foreign ministers in consequence of their not having any fixed residence in the different capitals?—Yes. I have received a complaint from Lord Napier, to-day, with regard to St. Petersburg; not that he proposes to have a fixed residence, for he says that he has got a very convenient residence; but that it is impossible that he can receive the Imperial family there, or any persons of great consequence, or give great balls. He, therefore, raises a doubt whether there ought not to be a much larger house there than he can afford out of his salary and house allowance.

3444. It has been represented by some ministers, that it would be an economical arrangement for the Government, if not to purchase, yet to take a house, for some years, at the principal capitals?—Yes, that has been suggested; but I doubt whether it would be economical. However, that is a matter to be judged of by experience. I rather believe that the Treasury have found it very expensive, both at Paris and at Constantinople.

3445. Those are the cases of houses belonging to the Government. I was rather alluding to the taking of houses for a certain number of years?—With regard to taking the houses for a certain number of years, I think that that might be a good arrangement.

3446. Does your Lordship believe experience has shown that having a fixed sum for pensions has produced any serious inconvenience, by your not being able to grant pensions when you might think them justly due?—No; I do not think it has produced inconvenience in that way, but it has produced the very obvious effect that almost every man that I have ever known in the diplomatic service has always had his mind fixed a good deal upon the number of years he was to serve before he could receive a pension, and what amount of pension he would receive; and at the end of that number of years a diplomatic minister is generally

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very much inclined to wish to retire, and to ask for his pension, which may be an advantage to the public service, or it may be an inconvenience.

3447. If an arrangement was made by which a commission was given earlier than it is now given, the claim to a pension running from the date of that commission, would that afford a great temptation to leave the service earlier than is now the case?—No. I suppose that it would be combined with the maintenance of some of the rules that affect the pension already. In the case of a man who had never risen higher than the post of Secretary of Legation, and was only Secretary of Legation for a very few years, of course his claim to a pension would be for a very small one; and it would require particular circumstances. I do not see why there need be much increase of public expense if the commissions were given earlier in a man's career.

3448. I believe there are no means at present of giving any, even the smallest salary to any person who has not a claim to a pension, although he may be deprived of his diplomatic occupation by no act or fault of his own?—No; there is that disadvantage, and it might be desirable to give a commission earlier in the service, which would give a claim to some pension, or there may be some other way of meeting that inconvenience. I cannot say at present, but I can give an opinion upon this point, that I think it is very desirable, as I see that some of the witnesses have said, to change the name of the paid attachés, a certain number of them at all events, and to give them the name and title of second or third secretaries, and thereby enable them to have a commission. I think that that would be a desirable change.

3449. Would the changes in the diplomatic service which have taken place in consequence of such events as have lately occurred in Italy, be remedied by employing in some way the junior branches of the diplomatic service as residents in the different parts of a large country like Italy, and in the way in which your Lordship has stated you have employed Mr. Saurin?—I do not think that it would be a convenient mode. The circumstances of Naples have been very exceptional, and I should consider Mr. Saurin's employment as merely temporary. I think that if you have persons permanently resident in different parts of a country, the Government of that country would be apt to make an objection, such as has been lately made by the Austrian Government to an attaché resident at Pesth.

3450. But in a country where the different portions of it have, for a time at least, different political interests, is it necessary for a Government to be well informed by some agent or other, present in those localities, of what is there going on, and the relations which they bear to the country in general?—It is desirable; but, generally speaking, in some part of a country there is a consul; and when there is no minister, the consul, I think, considers it his duty to give an account of any political events that are of importance in the country.

3451. Are there not some consuls-general at the present time who are regarded, in a certain degree, as political agents?—Yes.

3452. Therefore that information might be supplied by the consuls-general as well as by the members of the diplomatic body?—I think, as well, or better.

3453. The question of an increased interchange between the members of the diplomatic body and the Foreign Office has been frequently before this Committee. Has your Lordship's experience in the Foreign Office been such that you could state to the Committee whether any advantage to the Foreign Office, as such, would be gained by such increased interchange?—Yes, I think there would be an advantage, but I see very great difficulty in carrying it into effect, except in some special cases. There have been at all times some of the clerks of the Foreign Office employed either in special missions, or missions where a good deal of business existed at the time; and no doubt the Foreign Office has derived benefit from the members of the office going abroad, and returning with their experience.

3454. Mr. *Layard.*] Would there be any practical inconvenience in allowing such interchanges to take place?—No, I do not think there would be any practical inconvenience, if the persons concerned gave their willing consent to it; the difficulty is, to find cases where it would be desired by a clerk in the Foreign Office to go abroad, and where a person who is abroad, as attaché, would like to come into the Foreign Office, looking to the difference in the two careers, and what they lead to; but in some cases it would be very advantageous.

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3455. You would not allow interchanges to take place, merely at the option of a gentleman in the Foreign Office, and another in the diplomatic service?—Certainly not.

3456. Are extraordinary embassies, and missions, paid out of the sum allotted to diplomacy?—No, not at all; a person who is sent on a special mission renders an account of all his expenses, and that account of his expenses is sent to the Treasury, and a special vote is asked for that sum; it does not come into the diplomatic expenditure at all.

3457. It is voted by Parliament specially in the estimates?—Yes.

3458. Were there not, some years ago, some gentlemen sent to Constantinople to qualify themselves, by acquiring Oriental languages, for interpreters?—Yes, there were, and I think two of them remain; but for some reason, of which I am not well aware, it was not thought advisable to continue that plan.

3459, In fact the attempt to get young men educated there did not succeed?—I believe not; and the gentlemen there, from what I know by the statement made by one of them to me, were not satisfied to be confined to Constantinople, and not to belong to the general diplomatic service.

3460. But when they were sent there, it was with the understanding, was it not, that they should be confined to that particular branch of the service?—Yes, it was, and therefore they had no ground for complaint.

3461. I understood your Lordship to say that a military attaché, above the rank of colonel, took precedence of a secretary of legation or of embassy?—Yes; that is a rule which has been made very lately.

3462. Supposing that a minister was absent, and that the secretary of legation were to become chargé d'affaires, would the same rule hold good?—Then the chargé d'affaires would take precedence of the military attaché.

3463. Lord *Harry Vane.*] He would act, would he not, as minister plenipotentiary?—He would act as a chargé d'affaires.

3464. In the case of a mission; but in the case of an embassy he would act as minister plenipotentiary, would he not?—I think he would act as chargé d'affaires always.

3465. Mr. *Hankey.*] The number of the unpaid attachés, as compared with the paid attachés, appears to be larger than it was formerly; the unpaid attachés are 49, and the paid attachés 40. Do you consider the number of the unpaid attachés to be unduly large, in comparison with the paid attachés?—No; I cannot well account for it; I think that in the whole of the past year I have not appointed any unpaid attaché, except for special reasons. When I am told that there is a representation from a minister that he has not people enough to do his work, I appoint one; but it is very seldom that I do so. There are new countries now, such as China, which have lately been brought in.

3466. *Chairman.*] In appointing a paid attaché, your Lordship has been guided by the representations made, that the services of such a person were required?—Yes; that there was a person required at a particular place.

3467. Mr. *Baillie Cochrane.*] Do you consider that the embassies are sufficiently well paid now?—No, I do not think they are. Paris is not sufficiently paid; St. Petersburg is not, I think, at present sufficiently paid; I cannot answer with regard to Constantinople; but I think that the two I have mentioned are not sufficiently paid.

3468. *Chairman.*] From what your Lordship sees of the working of the business, and the amount of communications which you receive, for instance, from the smaller German missions, do you think it is necessary that three persons should be attached to each of those places for the performance of the necessary duties?—I cannot answer positively as to that. The amount of the communications varies very much; very often there is no particular business for some time to do, and then there comes a good deal of business; for example, at Hanover, Mr. Howard, and those under him, have been very much employed lately about the Stade dues, and you cannot well have a staff that is sufficient for those occasions, that shall not seem excessive at other times.

3469. Lord *Stanley.*] I presume that it must necessarily happen, from the nature of the diplomatic service, that every mission at times will be overworked, and, at other times, they will have very little or nothing to do?—Yes, I think it must happen.

3470. *Chairman.*] Might there not be additional assistance given when there

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was any peculiar demand for it?—I do not know whether such a system as that would work.

3471. Lord *Harry Vane.*] No great practical evil would result from that state of things, for, as long as they are unpaid, there is no charge to the public?—No; the only evil would be in the result; that if there was a great number of unpaid attachés they would be a longer time before they became paid attachés.

3472. *Chairman.*] Is the Foreign Secretary in the habit of communicating to the lesser missions the important matters which may be transacted at the central missions in a country?—No, not as a general practice, I think; but anything that may concern that country, even indirectly, would be communicated.

3473. Is every special communication of that kind a matter of special order on the part of the minister?—Yes, it is either suggested by the Under Secretary, and approved of by the Secretary of State, or it is directed by the Secretary of State himself.

3474. Does your Lordship consider it important, for instance, that such a mission as that at Vienna should be kept intimately acquainted with what is going on at the other German courts, in the same way as in other countries?—Yes; but the Secretary of State, I think, must judge of the importance of the communication, and whether it is worth while to send that particular despatch.

3475. Do you think it would be advisable that duplicates should be sent, as a general rule?—No; I do not think it would be advisable at all.

3476. Are not duplicates of most of the important political despatches relating to Europe sent to Paris?—Yes, I think almost everything.

3477. I believe that your Lordship made some new regulations with regard to the leave of absence granted to diplomatic persons?—Yes, I did, in consequence of some appeals that were made to me.

3478. It seems to have been the intention of the Foreign Office to assimilate in some degree the leave of absence granted to diplomatic servants to that granted to the clerks in the Foreign Office; but is there not a considerable difference in the time that is required by diplomatic servants to come home before they can enjoy their leave?—That must depend upon the place from which they come, and the climate they come from; for sometimes a man's health is quite broken down by the climate he has been in; the leave, I think, is generally pretty fairly proportioned to that.

3479. Does your Lordship think it advisable that foreign ministers should, from time to time, come home?—I think it is very desirable that they should come, from time to time, to England.

3480. You would encourage that, as far as it is compatible with the public interests?—Yes.

3481. Do you consider two months in a year, or four months in two years, sufficient for that purpose?—Yes, I think it is sufficient.

3482. Beyond that time I believe there would be a diminution of salary?—Immediately the leave is acted upon there is a diminution of salary.

3483. And an increase of salary to the chargé d'affaires?—Yes.

3484. But the total amount of the salary enjoyed under those circumstances by the absent minister and by the chargé d'affaires would not be equal to the usual salary of the minister?—No.

3485. Is there any sound principle upon which the country should gain by the absence of a Minister from his post?—I think that, perhaps, there is too much subtracted from the salary of a Minister. I do not see that there is any need for increase in the salary of the chargé d'affaires beyond that which is allowed; but I think the reasons given for not taking so much from the Minister are very sound, that is to say, with regard to his establishment, his house, his carriages, his horses, and his servants.

3486. Is not the chargé d'affaires, by the very fact of his holding that office, compelled in a certain degree to represent more than he otherwise would do?—I doubt whether he is obliged to represent to a greater extent than would be equal to the increase of salary. I think that he is obliged to represent to a very slight extent; but of course it must depend a good deal upon the particular place.

3487. Mr. *Grant Duff.*] It has been stated that the salary paid to a British Ambassador ought to correspond with the average amount of the fortunes of the highest

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highest society of the country in which he resides. I presume your Lordship would agree with that?—Yes. I think that is a fair statement; but it must be taken as a general statement of course.

3488. Should you say that the present salary of the ambassador at Paris was below the average fortune of the people with whom he would associate in Paris, or rather that it was not very much above it?—It certainly is not below the usual fortune; but Paris is a very peculiar place, and fortunes in France have been a good deal destroyed by revolutionary events, so that there are various things of that kind which hardly make the remark apply to Paris.

3489. Mr. *Baillie Cochrane.*] Is your Lordship aware that the salary of the French ambassador at St. Petersburg is 12,000*l.*, and that Lord Napier's salary is only 7,000*l.*?—Yes, that is quite true; I believe Lord Napier reckons that about 1,000*l.* of the French ambassador's salary is required for the entertainment of those who belong to the embassy; but his salary is very considerably above what is allowed to the English ambassador.

3490. Mr. *Hope.*] I believe that in France at all times the great contractors, farmers general and mercantile men have also entered into society and given fêtes?—Very much so.

3491. Of course therefore their fortunes must be taken into account as well as those of the old noblesse?—Yes, and there are many rich men who travel, and stay at Paris for a year or two.

3492. Russians and others?—Yes.

3493. With reference to the interchange of officers or persons between the Foreign Office and the diplomatic service; have you considered its operation if carried as high as the chief clerks and secretaries of legation, and whether it would be beneficial if carried up to that rank?—I do not think that it would be useful for the public service.

3494. On the one hand it has been a good deal pressed upon the Committee, that it would be advantageous to both; and on the other hand it has been contended that it would materially interfere with the good working of the Foreign Office. With which of those views would your Lordship be inclined to coincide?—As far as the Foreign Office is concerned, matters in the Foreign Office are conducted according to a particular method, and conducted, so far as that method is concerned, in a manner very useful to the Secretary of State; and I doubt whether a secretary of legation coming to such an office would perform his duties nearly so much to the satisfaction of the office.

3495. *Chairman.*] Were not Mr. Backhouse and Mr. Addington, who were efficient Secretaries of State, members of the diplomatic body, and at once appointed to those offices?—They were appointed Under Secretaries of State, not as chief clerks; and that, I think, is quite a different matter.

3496. Mr. *Hope.*] I draw the distinction between under secretaries and chief clerks. Doing so, and referring to your experience, I apprehend that questions will arise which have to be answered within a very short space of time, the correctness of the answers to which will depend entirely upon the information given you by the heads of the departments?—Yes, entirely.

3497. Take, for example, questions to be answered in the House of Commons, which you receive notice of just before the House meets; I presume you can make no extended inquiries upon those subjects?—I cannot look at the despatches myself; but there is a clerk in the office in that particular department who knows immediately where to go; he says for example, that there is such a despatch in the year 1856, and another in the year 1859, which refers to the point in question.

3498. That, I apprehend, is a reason among others why you would be unwilling to part with that class of clerk?—Certainly; I should be very unwilling to part with them.

3499. Questions have been raised here with reference to the conduct of business by private correspondence; I presume you find that necessary, as your predecessors did?—Yes, I do.

3500. Do you, however, agree with them in stating that there is no private correspondence carried on, of which there is not a sufficient record left in public despatches in the office?—If a matter comes to be a subject of public argument, there is sure to be some record of it in the office; but of course there are things, I should say a number of things, upon which there is some hint or

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suggestion thrown out either abroad or here, and the suggestion comes to nothing, and then it does not lead to public despatches.

3501. But if you apply the observation to what has been termed out of doors secret diplomacy, do you agree with your predecessors in denying that there is any such carried on?—There is none such carried on; anything that is agreed upon is a matter of public despatch.

3502. And so is put on record in the office?—Yes.

3503. With respect to the effect of telegraphs, do you consider that they have diminished the necessity for diplomatic agency?—No; of course one has to think of these matters as there has been a great change; but they rather seem to me to increase the necessity for diplomatic agency. Formerly, a Minister, such a man as Mr. Canning, considered all the contingencies of a case, and all the arguments that might be used; and he wrote a long despatch, explaining clearly all those matters, which formed an instruction to the Minister, so that the Minister was obliged to go and speak to a foreign minister; he had his brief in his hand, and could speak from that brief; but now he asks a question, or instructions, in a few words, and we send him from the Foreign Office an answer in a few words; he is obliged to supply therefore a great deal more than a Minister abroad formerly was obliged to supply.

3504. You have borne your testimony to the general efficiency of the service in the Foreign Office; does that favourable opinion extend or not to our diplomatic servants abroad, comparing them with those of other countries?—Certainly; I think that they are very efficient, that they take great pains to obtain trustworthy information; and that they furnish trustworthy information to the office at home.

3505. Lord *Harry Vane.*] Are you aware whether the military attaché at an embassy is paid out of the sum allotted to diplomacy, or is that an extra expense?—I think it is rather various; there is a certain sum allowed which comes into the accounts of the embassy, and then there are other sums that the Ambassador pays from time to time.

3506. *Chairman.*] If the military attachés were more regularly appointed, and became more completely a part of the diplomatic system, should we not avoid the appearance of being at any particular time over curious with respect to military transactions in foreign countries?—It would have that advantage; but of course if there occurs a war between two powers on the Continent, that is a sufficient reason for being curious; the Secretary of State might very well put that forward as a justification.

3507. I believe that military attachés are employed by this country at the present time, which is a time of peace?—We have very few; there is one at Paris, and also a naval attaché; and there is a military attaché at Berlin.

The Right Honourable the Earl of *Malmesbury* (attending by permission of the House of Lords), further Examined

Right Hon. the Earl of *Malmesbury.*

3508. *Chairman.*] IN addition to the evidence which your Lordship was good enough to give the Committee before, I believe you wish to make some statement, with regard to the evidence given by Colonel Townley on the subject of the changes that were made as to the foreign messengers, at the time of your Lordship's administration?—Yes.

3509. Will you be good enough to state succinctly to the Committee what those changes were?—Yes. I wish to make some observations, or to give the Committee some information, with respect to those changes, because Colonel Townley has condemned them as "very harsh and unjust;" I believe those were his words. I wrote to you, Sir, a letter to inform you that there were papers on that very point laid before Parliament in 1859, which contained the whole case. I hold a private copy of those letters in my hand. I am not aware whether the Committee has seen them, but they are called, "Papers relating to the Emoluments of Her Majesty's Foreign Service Messengers attached to the Foreign Office." The changes that were made were these: in consequence of what appeared to me to be the very unnecessary expense of the great number of messengers who were employed when I became Secretary of State for Foreign Affairs in 1858, I thought that some change ought to be made which would effect some public economy, and I consequently reduced the number of the journeys made by the messengers very considerably. I thought that the invention

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tion of the electric telegraph, and also of the general extension of railways throughout Europe, made it much less imperative to have a number of journeys performed on those railways, as they were much more quickly performed, and also that many of them were rendered totally unnecessary by the invention of the electric telegraph.

3510. Will your Lordship be good enough to state any special cases in which a change was made?—I made a change with respect to Paris. A messenger went to Paris three times a week, and I reduced his journeys to twice a week; that is to say, to one-third less. I found, although the war had been over for a considerable time, that to Constantinople, and to St. Petersburg, there was a messenger dispatched once a week, and I reduced those journeys to once a month; that was reducing them by three-fourths; those journeys do not cost less than 120 *l.* each, every week; then to Copenhagen, instead of a messenger being sent once a week, I reduced it to once a month; and to Vienna a messenger was sent every alternate week by me instead of every week, and, in round numbers, I consider that I saved fully 11,000 *l.* a year by those reductions. But the messengers having been, by the original conditions of the service, paid by the mileage rates, it became evident, that if the travelling was reduced, the mileage rates, and the profits in consequence, would be reduced also. I therefore, both in the interest of the public and of the messengers themselves, thought it better that they should have a fixed salary, and not receive any mileage payment, and that that fixed salary should be accompanied by a certain sum for board wages, as before. It is possible that I did not name a sum large enough, but I considered the principle a right one; because it was evident that it was a sort of gambling transaction on the part of the messengers as to what their salary might be. Colonel Townley, in his evidence, complains that his profits would have been greatly reduced if he had remained in the service, but you will find in this abstract that was made at the time for me, what the net emoluments of the messengers were three years previously to the change; you will find that Colonel Townley's profits would, under the new system, if I reduced his journeys by one-third, and had not given him a salary, have been reduced from 680 *l.* per annum to 452 *l.* per annum, and I allowed him 525 *l.* Therefore, I do not consider that in that point of view the complaint is a just one, or that the messengers were harshly or unjustly treated, but that, on the contrary, I provided for them to the best of my ability, believing that if the reduction was carried out, as I thought it ought to be, their salaries would be very much smaller than they used to be, and below what I fixed them at the time. The whole case is to be found in the Paper which was laid before Parliament, and therefore it can be obtained by the Committee.

3511. Lord *Stanley*.] When you say that you substituted a fixed salary for a mileage rate, that does not mean that a messenger was left to pay out of that his own actual expenses of the journey?—No, they paid nothing of that kind; they had a fixed salary, and so much allowed for their maintenance when abroad.

3512. *Chairman*.] Are the Committee to understand that, supposing the number of journeys to be reduced to what is really required for the public service, it is your Lordship's impression that, upon the whole, the messengers are in no worse position than they would have been if the old system of mileage had been retained?—I consider them in a better position, assuming that the reduction takes place, than if I had made no change. If the system had gone on under the old agreement, and a reduction had taken place under the old agreement, the messengers could not have justly complained that their salaries were very much reduced, as they would have been still on the footing on which they entered the service; and I considered that that would not have been practically fair, as a great reduction of mileage would have reduced their salaries.

3513. I believe that the character of the messengers in society is of a highly respectable kind?—I believe so; and I was rather surprised, therefore, to find, in the evidence given by two witnesses examined before your Committee, that the result of the change that was made was to induce a certain number of them to shirk their duty, and therefore impose a heavier burden upon those who were ready to perform it. That is the evidence that has been given here, and which I am not prepared to confirm.

3514. (To Lord *John Russell*.) Has any change been made in the position of the foreign messengers since your Lordship has held the seals of the Foreign Department?—Yes; the matter has been a good deal considered, and I had

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prepared a plan last year for the purpose, which the messengers did not like, and I have lately made a new plan, which has been proposed to them, namely, that they should have, instead of the 525 *l.* a year which Lord Malmesbury had settled, 400 *l.* a year, and 1 *l.* a day for their personal expenses while employed abroad.

3515. Is that the present system?—Yes.

3516. Mr. *Baillie Cochrane.*] Does that include their travelling expenses?—No; their travelling expenses will be continued to be paid, as they were under Lord Malmesbury's regulation, but they will have 1 *l.* a day for their own personal expenses.

3517. Mr. *Hope.*] Out of that, they will have to pay the expenses of their own subsistence?—Yes.

3518. *Chairman.*] (To Lord *Malmesbury.*) Remarks have been made as to the increased numbers, or the undue proportion of the unpaid attachés to the paid attachés. When your Lordship held the seals of the Foreign Department, do you remember whether you appointed any unpaid attachés, except to actual vacancies?—I am quite certain that I only appointed man for man; that is, as a vacancy was made, I filled it up. I believe that there were one or two temporary ones appointed, who are now no longer in the service, but I did not increase the aggregate number of them.

3519. Were there not several retirements at the time which gave the appearance of a large accession of persons to the service?—There was a very great move in the diplomatic service, during the 14 months that I was in office the last time; there was the addition of China, and there were three or four resignations of the principal posts when I first came in.

3520. That might have given the appearance of an undue increase in the service which did not really exist?—There was no increase, except with respect to China. I had to carry out the consequences of the treaty which had been signed just before.

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APPENDIX.

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Appendix, No. 1. COPY of a CIRCULAR DESPATCH to HER MAJESTY'S AMBASSADORS and MINISTERS.

My Lord,
Sir,

Foreign Office, 25 October 1860.

IT is desirable that I should be furnished before the end of the year with any observations which the experience of Her Majesty's diplomatic agents abroad may suggest to them on the present constitution and working of the diplomatic service of this country, and with any suggestions which may occur to them for its improvement. I shall, therefore, be glad to receive from you any suggestions and information which you may have to offer upon those matters.

I wish you also to obtain from the court to which you are accredited as much information as possible in regard to the diplomatic service of that court. Among the points on which information is desired would be the following: the conditions on which persons are admitted into the diplomatic service; the class of society from which they are generally selected; the examination, if any, which they undergo as a test of fitness; the allowances paid on the first entrance into the service; the gradations in the service, and the system on which promotion takes place; the duties required of each member of the diplomatic chanceries; the relation in which the subordinate members stand to the chief of the mission; the control that such chief can exercise over them; the privileges, in the way of lodging and maintenance, enjoyed by the junior members of missions; the pecuniary emoluments of the chief and several members, whether arising from fixed salaries, fees, gratuity, house-rent, or allowances for keeping up the house; outfits, expenses of journeys, &c.; the nature of the extraordinary expenditure allowed to be incurred in each mission; the system on which leave of absence is granted, and whether absence on leave entails any deduction of salary during its continuance; and the allowances and obligations of persons holding charge of missions in the absence of ministers; the relation between the diplomatic and consular service; the rules of precedence between the diplomatic and consular officers of every grade; the interchange of persons between those services; the system and conditions on which pensions are granted, either during temporary or permanent cessation of active duty; and, lastly, the relations between the diplomatic servants and the foreign department, as regards interchange of employment.

I have stated generally the points on which I desire information, but I do not intend to restrict your reports to these points, but, on the contrary, I wish that you should advert to any other matters which you may consider likely to be of interest.

I have, &c.
(signed) *J. Russell.*

REPORTS on the BRITISH and FOREIGN DIPLOMATIC SERVICES.

AUSTRIA.

— No. 1. —

Mr. *Fane* to Lord *J. Russell.*—(Received 4 February.)

My Lord,

Vienna, 29 January 1861.

WITH reference to your Lordship's despatch, addressed to Lord Augustus Loftus, and marked Circular, of the 25th of October, I have the honour to transmit herewith, in translation, by Messrs. Antrobus and Kennedy, a note and its enclosures, addressed to me by Baron Koller, containing detailed information respecting the organization of the Austrian diplomatic service.

I have, &c.
(signed) *Julian Fane.*

Enclosure 1, in No. 1.

Baron *Koller* to Mr. *Fane.*

(Translation.)

25 January 1861.

IN answer to the note which Lord A. Loftus addressed to the Imperial Ministry for Foreign Affairs, on the 14th November last year, it has now the honour to communicate the desired information concerning the organization of the Austrian diplomatic service, in the same order as the questions were put:—

Question. "What are the conditions for admission into the diplomatic service?"

Answer. The candidate must be a citizen of Austria, thoroughly conversant with the German and French languages. Besides the three prescribed State examinations, he must also have passed the diplomatic examination in a creditable manner; he must be a person fitted by education to move in the higher circles of society; and must have either sufficient

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sufficient private fortune, or else such an allowance from his parents as to enable him to serve several years without pay at foreign missions.

Q. "From what class of society are persons chosen to serve in the diplomatic service?"

A. Every one who can fulfil the above conditions can be received into the diplomatic service, therefore no class is excluded; nevertheless, most of the young men who enter belong to the nobility.

Q. "What are the existing rules respecting examinations?"

A. The enclosed decree of the Ministry for Foreign Affairs, of the 6th of June 1856, gives more precise details respecting diplomatic examinations which the candidates for a post in this branch of the public service must undergo.

Q. "What salary do members of the diplomatic service receive?"

A. It has been already stated that those entering the diplomatic service generally receive at first no salary. In the exceptional case of a paid attaché being appointed, his salary amounts to not less than 600 and not more than 1,000 florins, C.-M.

Q. "What are the different grades in the service, and according to what rules is promotion effected?"

A. (*a.*) Paid or unpaid attachés (generally the latter);
(*b.*) Honorary and real secretaries of legation (first unpaid);
(*c.*) Councillors of legation;
(*d.*) Minister resident;
(*e.*) Envoy extraordinary and minister plenipotentiary;
(*f*) Ambassador.

Lately, in some missions, cancelliers have been introduced. Promotions in the subaltern categories are effected with consideration to the wants of the service, and in the case of equal eligibility, according to the rule of seniority. No one can found upon length of service a claim to be appointed to the post of minister, because this is more particularly a post of confidence.

Q. "What are the duties obligatory upon each member of the diplomatic service?"

A. The attachés, and in those places where there are none, the secretaries of legation have to manage all the business of the chancery, *i. e.*, especially the copying of political and administrative reports and correspondence, the drawing up of protocols, the viséing of passports, and the legalisation of documents, &c. Councillors and secretaries of legation draw up administrative correspondence. In the case of the absence of the chief of the mission, the senior in rank of the employés of the legation, of whatever rank they may be, acts as chargé d'affaires.

Q. "In what relation do the subaltern employés stand to the chief of the mission, and what control does he exercise over them?"

A. The subaltern employés of the mission are under the orders of their chief, and are bound to obey his orders unconditionally. The latter must give the greatest attention to instructing his *personnel* in their duties, and also by impressing on them judicious conduct; and at the end of the year he must send in a private and confidential report upon the conduct of the members of his staff.

Q. "Have the subaltern employés a claim, and what claim, to food and lodging?"

A. It is incumbent upon ambassadors and ministers to lodge and to feed all subaltern employés of every rank in the enjoyment of a salary; that is to say, the paid attachés, the secretaries and councillors of legation (with the exception of those who, in right of special leave, are married). Nevertheless, the "Chef de Mission" can make an arrangement with them by a suitable monthly compensation, fixed according to their rank. Unpaid attachés and honorary secretaries of legations, as also cancelliers, have no claim to these emoluments.

Q. "What are the emoluments of the chief of a mission and of the subaltern employés?"

A. The emoluments of the chief of a mission consist of his salary, allowances for representation, and, in some posts, of allowance for house-rent and for journeys (the last item in those places where the minister or chargé d'affaires is accredited to several courts). The extract from the Budget of 1861, in the Enclosure No. 2, gives the most detailed information on this point. The fixed salaries are charged at 6,000 or 8,000 guldens. The allowances for representation, according to the importance and expense of the post, from 6,000 to 72,000 guldens. For chancery requisites, such as heating and lighting of the chanceries, the allowances are regulated, the distribution of which is indicated in the half-yearly statement of disbursements. For the defraying of these and of all other ordinary and extraordinary expenses, the chiefs of missions receive half-yearly a sum of money in advance.

The accounts are audited, and paid according to the result of such audit; any further expenses are replaced in ready money, or the surplus will be carried over for the next half-yearly account.

The emoluments of the subaltern employés consist likewise in salaries and local allowances: the salaries of secretaries of legation, either 1,200 or 1,500 guldens; those of a councillor of legation, either 1,800 or 2,000 guldens. The local allowances are different, and vary from 300 to 1,500 guldens. These emoluments are fixed at so low a rate because these employés, as already mentioned, can demand from their respective chiefs lodging and food, either *in naturâ* or a suitable indemnity. The secretaries of legation in Paris London, and St. Petersburgh, draw besides an allowance for a carriage from their respective mission money.

Q. "What are the rules respecting leave of absence, and in these cases do deductions of salary take place?"

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Appendix, No. 1.

A. Since 1854 the following rules have existed respecting this:—

1. In the case of a chief of a mission (ambassador or minister) going on leave on his own request, a proportionate part of his allowance for representation is deducted.

2. When this leave from an European post does not exceed three months, or from a non-European, six months, the deduction will be limited to the amount which is necessary to defray the allowances to be given to the *personnel* of the mission according to the scheme enclosed under No. 3.

3. If, however, the leave from an European post exceed three months, or from a non-European post six months, the allowances for representation for the time exceeding this period are to be deducted *in toto*. On the other hand, the allowances to the chargé d'affaires for his *remplaçant*, and the compensation for emoluments to be given to the *personnel*, are to be defrayed thenceforth by the Government.

4, In certain urgent cases His Majesty has allowed that proposals (respecting allowances), founded on sufficient grounds, may be sent in for his decision.

Subalterns on leave are allowed to draw their local allowances for three months; after the expiration of this term they cease.

Q. "What emoluments are drawn by the employés acting as chargé d'affaires in the absence of his chief?"

A. This question is answered by the arrangement previously referred to under No. 3.

Q. "What is the relative position in rank and service between the diplomatic and consular functionaries?"

A. The consulates are subordinate to the chiefs of missions; these latter enjoy the privilege of exterritoriality, the former not: it is, therefore, evident that the diplomatic employés have precedence in rank over the consular employés.

Q. "Is there any interchange between the employés of the diplomatic and consular services?"

A. Generally there is not, as these are two totally different branches of service; nevertheless, cases occur in which diplomatic employés are appointed consuls or consuls-general, and, on the other hand, subaltern consular agents are transferred into the diplomatic service; the latter is especially the case in the consulates of the East, as the students of the Oriental Academy, having completed their studies, begin their service as consular employés.

Q. "The system and conditions upon which pensions are granted either during temporary or permanent cessation of active duty?"

A. The permanent chiefs of missions, *i. e.*, Ambassadors, ministers, and ministers resident, are not eligible for pensions. If the chief of a mission ceases from active service, without having incurred disapprobation for any other reason than that of being no longer fit for the service, is withdrawn, and not at his own request, he is placed *en disponibilité*, and draws during this period his fixed salary without his allowance for representation, This position (*en disponibilité*) must not exceed three years. On the expiration of this term he is transferred to a position of expectation-money ("wacht-geld"), which in the case of ambassadors and ministers must never exceed the amount of 6,000 guldens, in the case of minister resident never more than 4,000 guldens. If the chief of a mission retires from active service on account of being unfitted for active service, or if owing to other accidental services he can no longer be employed, he can be placed at the pleasure of His Majesty in the enjoyment of a position of salaried retirement ("Rühegenüss") in proportion to his past service. Since the year 1856 eligibility for a pension has been granted to the subaltern members of the service. If such an employé, without having incurred disapprobation, and not at his own request, is relieved from the active discharge of his duties, he enters into the category *en disponibilité*, and draws during this period his fixed salary to the exclusion of the local allowances. The duration of this position, *en disponibilité*, cannot exceed three years. If during these three years the employé cannot be employed on active service, he will be treated in the customary manner by being placed in the permanent or temporary *retraite*. The fixing of the duration of this position of retirement ("Rühegenüss"), and the decision whether the conditions for the continuance of this state of retirement exist, will be regulated according to the rules in force with reference to the pensioning of servants of the State; nevertheless, with the addition of the third of the amount of the pension secured by these rules.

Q.. "The relations between the diplomatic servants and the Foreign Office, as regards interchange of employment?"

A. In this respect there exists no fixed rule. Interchanges of this nature frequently occur, partly from public considerations for the public service, partly from personal motives, and court and ministerial councillors ("Hof und ministerial räthe") receive the same salary as ministers. Court and ministerial secretaries are appointed councillors of legation: *vice versâ*, councillors of legation are appointed court and ministerial councillors; senior secretaries of legation, councillors of sections; and junior ones, court and ministerial secretaries. Attachés are promoted to the post of court and ministerial concepisten.

The undersigned, &c.

(signed) *Koller.*

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Appendix, No. 1.

Enclosure 2, in No. 1.

(Translation.)

DETAILED STATEMENT of Diplomatic Payments, Allowance for Representation, Duties, Office, Personnel, and Fixed Travelling Allowance.

	Pay.	Allowance for Representation, Duties, Office, Personnel, and Travelling.	Lodging and House Rent.	TOTAL.
	Florins.	*Florins.*	*Florins.*	*Florins.*
Houses of Anhalt, Schwarzburg, and Reuss:				
Chargé d'Affaires at Leipsic - -	- -	1,050		
Chancery Allowance - - - -	- -	420		
	—	1,470	- -	1,470
Baden:				
Minister - - - - - - - -	6,300	6,300		
Secretary of Legation - - - -	1,260	—		
	7,560	6,300	- -	13,860
Bavaria:				
Minister - - - - - - - -	6,300	12,600		
Councillor of Legation - - - -	2,100	—		
Clerk - - - - - - - - -	630	—		
	9,030	12,600	- -	21,630
Belgium:				
Minister - - - - - - - -	6,300	12,600		
Secretary of Legation - - - -	1,260	315		
	7,560	12,915	- -	20,475
Brazil:				
Resident Minister - - - -	3,150	12,600	- -	15,750
Denmark:				
Minister - - - - - - - -	6,300	9,450		
Councillor of Legation - - - -	1,890	—		
	8,190	9,450	- -	17,640
Frankfort-on-the-Maine (German Diet):				
President Minister - - - - - (Proper residence in the palace of the Prince of Thurn and Taxis.)	6,300	31,500		
First Councillor of Legation, and Director of the Federal Chancery - - - (Together with an allowance from the Confederation.)	1,260	—		
Second Councillor - - - -	2,100	1,050		
Secretary of Legation - - - -	1,575	315		
Clerk - - - - - - - - -	840	—		
	12,075	32,865	- -	44,940
Federal Military Commission:				
Presiding Plenipotentiary (besides his military pay) - - - - - -	- -	12,600	- -	12,600
Free State of Frankfort on-the-Maine:				
Chargé d'Affaires (Councillor of Legation) (Appears with his additional pay, arranged with the Presidial Legation.)	- -	1,050	- -	1,050

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Appendix. No. 1.

DETAILED Statement of Diplomatic Payments, &c.—*continued.*

	Pay.	Allowance for Representation, Duties, Office, Personnel, and Travelling.	Lodging and House Rent.	TOTAL.
	Florins.	*Florins.*	*Florins.*	*Florins.*
France:				
Ambassador	8,400	75,600	6,300	
Councillor of Legation	1,890	1,575	—	
First Secretary of Legation	1,575	525	—	
Second Secretary of Legation	1,260	—	—	
	13,125	77,700	6,300	97,125
Greece:				
Minister	6,300	15,750	3,150	
Secretary of Legation	1,260	315	—	
Dragoman and Chancery Clerk of Legation	840	210	—	
	8,400	16,275	3,150	27,825
Great Britain:				
Minister	8,400	44,100	10,500	
Councillor of Legation	2,100	2,100	—	
First Secretary of Legation	1,260	1,575	—	
Second Secretary of Legation	1,260	945	—	
	13,020	48,720	10,500	72,240
Hamburgh, Lübeck, and Bremen:				
Minister President	3,150	5,250		
Provisional Chancery Clerk of Legation	840	—		
	3,990	5,250	- -	9,240
Hanover, Brunswick, and Oldenburg:				
Minister	6,300	12,600		
Secretary of Legation	1,260	—		
	7,560	12,600	- -	20,160
Hesse Cassel:				
Minister	6,300	6,300		
Secretary of Legation	1,260	—		
	7,560	6,300	- -	13,860
Hesse Darmstadt and Nassau:				
Minister	6,300	6,300		
Legation Clerk	630	—		
	6,930	6,300	- -	13,230
Netherlands:				
Minister	6,300	12,600		
Councillor of Legation	1,890	420		
	8,190	13,020	- -	21,210
North America:				
Resident Minister	3,150	9,450		
Secretary of Legation	1,260	1,890		
	4,410	11,340	- -	15,750
Modena and Parma:				
Resident Minister	3,150	3,150	- -	6,300

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Detailed Statement of Diplomatic Payments, &c. —*continued.* Appendix, No. 1.

	Pay.	Allowance for Representation, Duties Office, Personnel, and Travelling.	Lodging and House Rent.	TOTAL.
	Florins.	*Florins.*	*Florins.*	*Florins.*
Portugal:				
Minister	6,300	18,900		
Secretary of Legation	1,260	840		
	7,560	19,740	- -	27,300
Prussia:				
Minister	6,300	29,400	6,300	
Councillor of Legation	1,890	210	—	
First Secretary of Legation	1,260	—	—	
Second Secretary of Legation	1,260	—	—	
	10,710	29,610	6,300	46,620
Rome:				
Ambassador (With residence free in the Palazzo di San Marco.)	8,400	54,600		
Councillor of Embassy	3,150	—		
Secretary of Legation	1,575	—		
Ditto	1,260	—		
Attaché	1,050	—		
First Uditore di Rota	4,200	—		
Second ditto	4,200	—		
	23,835	54,600	- -	78,435
Russia:				
Minister	8,400	44,100	10,500	
Councillor of Legation	2,100	1,575	—	
First Secretary of Legation	1,260	1,890	—	
Second Secretary of Legation	1,260	1,575	—	
	13,020	49,140	10,500	72,660
Saxony:				
Minister	8,400	15,750		
Councillor of Legation	2,100	—		
Clerk	630	—		
Chancery Clerk	840	—		
	11,970	15,750	- -	27,720
Sardinia:				
Minister	6,300	12,600		
Councillor of Legation	2,100	—		
Secretary of Legation	1,260	—		
	9,660	12,600	- -	22,260
Sweden:				
Minister	6,300	12,600		
Secretary of Legation	1,260	315		
	7,560	12,915	- -	20,475
Switzerland:				
Minister	6,300	9,450		
Secretary of Legation	1,260	—		
Clerk of Legation	630	—		
	8,190	9,450	- -	17,640

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Appendix, No. 1.

DETAILED Statement of Diplomatic Payments, &c.—*continued.*

	Pay.	Allowance for Representation, Duties, Office, Personnel, and Travelling.	Lodging and House Rent.	TOTAL.
	Florins.	*Florins.*	*Florins.*	*Florins.*
The Two Sicilies:				
Minister	6,300	18,900		
Councillor of Legation	1,890	525		
Secretary of Legation	1,260	—		
Adjutant (Captain)	948	1,890		
	10,398	21,315	- -	31,713
Spain:				
Minister	6,300	25,200		
Councillor of Legation	2,100	1,050		
Clerk	630	630		
	9,030	26,880	- -	35,910
Tuscany:				
Minister	6,300	12,600		
Councillor of Legation	2,100	—		
Secretary of Legation	1,260	—		
	9,660	12,600	- -	22,260
Turkey:				
Internuncio (With residence free in the Internuncio Hotel.)	8,400	52,500		
Councillor of Legation	100	1,890		
Secretary of Legation	1,575	1,050		
Titular Secretary of Legation	840	630		
First Dragoman	2,100	2,100		
Second Dragoman	1,575	1,050		
Third Dragoman	1,260	315		
Post Director	1,050	—		
Assistant Dragomans:—4 at 1,050 florins	4,200	—		
„ „ 4 at 840 „	3,360	—		
Kapu Oglan	525	315		
	26,985	59,850	- -	86,835
Wurtemburg:				
Minister	6,300	9,450		
Secretary of Legation	1,260	—		
	7,560	9,450	- -	17,010
TOTAL	280,038	636,405	36,750	953,193
In round numbers	280,000	636,400	36,750	953,150

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Enclosure 3, in No. 1.

(Translation.)

TABLE of the Payments which, by Supreme Ordinance of 19 May 1854, are allowed from the Treasury to the Diplomatic Officials during the absence on leave of the Chiefs of Missions, and to be deducted from the allowances ("Funktionszulage") of the latter.

(*a.*) For the missions of Frankfort-on-the-Maine (where the Chancery director would have to receive the emoluments of a chargé d'affaires), Paris, London, Berlin, Rome, St. Petersburgh, Madrid, and Athens: —

	If the Officer be	
	Resident.	Non-Resident.
	Florins.	*Florins.*
For a chargé d'affaires - - -	300	375
„ 2d officer (secretary) - -	150	200
„ 3d officer (secretary or clerk) -	100	150
(*b.*) In the case of other missions:—		
For a chargé d'affaires - - -	200	250
„ 2d officer (secretary) - -	120	150
„ 3d officer (secretary or clerk) -	80	100

N.B.—The value of the Austrian silver florin is about 1*s.* 10*d.*

Enclosure 4, in No. 1.

(Translation.)

DECREE of the 6th of June 1856, from the Foreign Office, valid for the whole Territory of the Crown, making known the modified Provisions relative to the Examinations to be passed before Admission to the Drafting Service ("Conceptsdienst") of the Foreign Office, in conformity with the new Laws relating to Education.

IN pursuance of the new provisions for the regulation of legal and political studies in the universities and legal academies of Austria, made by supreme resolution of the 25th of September 1855, and by the subsequent decree of the Department of Public Worship and Education of the 2d of October 1855 (No. 172 of the "Reichs-Gesetz-Blatt" of the 4th of October 1855, page 582), it has been considered necessary to modify the ordinances for regulating diplomatic examinations, which were promulgated by a decree of the Foreign Department of the 21st of January 1851 (No. 21 of the "Reichs-Gesetz-Blatt" of the 31st of January 1851, page 94). Accordingly, from the time, and in the cases when the above-mentioned modified ordinances for the university studies and theoretical State examinations of candidates for the service of the State shall take effect by the repeal of the above-mentioned Ministerial Order of the 21st of January 1851, the following regulations for candidates to the diplomatic service shall be in force:—

1. No person shall be appointed to a place in the drafting branch, either of the Foreign Office itself, or of an Imperial mission abroad, who has not been found fitted for such a situation by a diplomatic examination, to be passed for the said office.

2. The admission to such examination shall be given by the Foreign Department, regularly, only to such candidates as prove that they have fulfilled the general conditions prescribed by the law of the 2d of October 1855 (No. 172 of the "Reichs-Gesetz-Blatt," page 582) for preparation to the service of the State on the basis of legal and political studies, and, therefore, particularly that they have passed, as prescribed, the three theoretical State examinations; and also that they have a knowledge of the French language, and of the Italian or English language.

3. Candidates for the diplomatic service, who have not gone through the regular university studies, in accordance with the provisions of the law of the 2d October 1855, cannot be allowed to proceed to the diplomatic examination, except in cases to be especially considered, and only under the condition of proving that they have passed a maturity-examination, and not until four years have elapsed since their passing such examination. But such a candidate, in any case, before his admission to a diplomatic examination, must also successfully pass, before the proper State Examination Commission, the State examination upon the history of jurisprudence and political science indicated in section 2, letters *a.* and *c.*,

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Appendix, No. 1.

of the Ministerial Ordinance of the 16th April 1856 (No. 54 of the "Reichs-Gesetz-Blatt," page 193); and he must also show by certificate that he, besides those colleges which he has to attend in order to be admitted to the examination on the history of jurisprudence by the provisions of the law of 2d October 1855, as a public or private pupil, has also in every case attended an ordinary professor of the faculties at an Austrian University as a private pupil for the following faculties, viz., European law of nations, and the Federal law of Germany; for Austrian civil and criminal law, together with civil and criminal procedure; for the science of Austrian administrative law; and for the history of Austria.

4. If a candidate for a diplomatic career thinks he may, on the ground of the exceptional provisions contained in the preceding paragraph, claim to be admitted to a State examination for the history of jurisprudence or political science, he must, with a reference to his passing a maturity-examination, to the literary aids which he has employed in his public or private studies, as also to those especial circumstances by which he proposes to justify his exceptional admission to the above-mentioned State examination, forward a petition to the Foreign Office; which then will decide upon such petition, after a separate consideration of all those circumstances, and will, in case of granting the same, take the further steps required for admitting the candidate to the above-mentioned examinations before one of the existing State-Examination Commissions.

5. The diplomatic examination takes place before a Commission to be appointed by the Foreign Minister, which shall consist of one higher official of the Foreign Office as President, and two assessors. The latter shall be chosen from persons of the condition of practical State officials, of professors, doctors of law, or others learned in the especial branch. Each of the Commissioners will put questions to the candidate at the examination.

6. The diplomatic examination shall be divided into two parts, one oral and one written. It is left to the Examination Commission to determine as to the consecutive order of these examinations, but they shall not follow with a longer interval than 14 days.

7. At the oral examination the knowledge of the candidate shall be verified upon the entire law of nations (the law of peace, of war, of neutrals, maritime law, the law of ambassadors and consuls, with especial reference to the precepts issued thereupon in Austria), and further upon the diplomatic history of States (the commencement and consolidation of the European State system from the Peace of Westphalia to the most recent time; analysis of the great European and especially Austrian treaties); upon the German Federal Law and the Austrian International Civil Law; the latter on the basis of the objects of the specific science of Austrian Juridical and Administrative Law, indicated at the close of section 3. One question at least shall be asked and answered in the French language.

8. At the examination in writing a question shall be proposed to the candidate in writing by each of the Examination Commissioners, upon one of the subjects indicated in the preceding paragraph. The candidate will prepare a written essay upon each of these, one of them at least in French, between nine o'clock in the morning and six o'clock in the evening at the utmost, under constant superintendence. In doing this he may not employ any external aid, but dictionaries may be supplied to him at his request, and also law books for the purpose of completing passages quoted. At six o'clock all the essays, whether finished or not, shall be delivered to the inspector present, who shall testify to their genuineness by his signature.

9. So soon as the two examinations shall be completed, the Examination Commissioners will meet and will give their opinion, as well upon the basis of their observations on the oral replies of the candidate as upon the written essays, carefully examined by them, as to whether or not the candidate has displayed a capacity for the diplomatic service, both by the theoretical and practical knowledge he has exhibited, and by his power of conception and judgment, his oral delivery, and his style.

10. The Commissioners will then report their decision to the Minister, either unanimously or by a majority of votes, accompanied by the documents of the examination and their separate opinions in all cases; and the latter, in case of his approval of the candidate, will cause a certificate of qualification to be given to him, but in the contrary case an intimation of his rejection. For the rest, in the latter case, if the Minister think there are grounds for so doing, another suitable term may be allowed to the candidate for a repetition of the examination.

11. The certificate of qualification does not constitute for the candidate a right to demand admission into the diplomatic service.

12. In the case of persons of already manifested distinguished special knowledge and of practical ability, whose enrolment would be especially desirable for the service of the State, the Minister reserves to himself the power to dispense with passing the diplomatic examination.

13. The present provisions are not available for the pupils of the Oriental Academy, whose qualifications will henceforward be tested by the examinations conducted as hitherto at the said Academy.

(signed) Count *Buol-Schauenstein*, m.p.

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BAVARIA.

—No. 2.—

Sir *J. Milbanke* to Lord *J. Russell*.—(Received 7 January 1861.)

(Extract.)

Munich, 31 December 1860.

In obedience to the instructions conveyed to me in your Lordship's circular despatch of the 25th of October last, I applied to the Bavarian Minister for Foreign Affairs for such information as he might have it in his power to give, relative to the organization and working of the Diplomatic Service of this country; and I herewith enclose a copy of the answers which his Excellency has returned to the queries contained in your Lordship's Despatch. It gives no doubt a summary of the rules and regulations of the Civil Service in all its branches as they are laid down in the Annex of the Constitution to which Baron de Schrenk refers me in his note; but I think it desirable that I should accompany it with some explanatory observations, which are the result of my inquiries from his Excellency and others, as to the observance and operation of these rules when applied to the Diplomatic Service. The Annex in question is founded upon a decree issued in the year 1805, which bears the title of "Service Pragmatic," and which fixes, in a legal point of view, the relations to the State of all public civil servants, from the highest to the lowest grade. It recognizes the principle that all appointments are for life, and that no dismissal can take place except under a judgment of a competent tribunal, which, when the nature of the offences contemplated in it are considered, is equivalent to bringing the offender within the arm of the criminal jurisdiction. Except in very rare cases, however, this extremity is only resorted to after a series of disciplinary punishments, which the superior authorities have the power to inflict, has been tried in vain.

Under the constitution all public servants have an indefeasible right to a retiring pension, of which they can only be deprived in virtue of a sentence that carries with it dismissal or degradation.

The proportions in which these pensions are accorded, and the conditions under which they can be claimed, are described in Baron de Schrenk's note; but I ought, I conceive, to mark somewhat more clearly the distinction drawn between fixed salaries and allowances for representation, by stating that the amount of the first is always specified in the decree of appointment or commission, whilst the latter is determined afterwards, and not unfrequently with some regard to the pecuniary resources of the person selected for a foreign post, and is often more than treble the fixed salary, upon which alone the scale of pension is calculated. The amount of both, however, is discretionary with the King, who, provided he does not exceed the sum voted in the Budget for the expenses of the Foreign Department, can fix it at his pleasure. The sovereign also enjoys the power of augmenting already vested pensions, but not that of diminishing their amount.

The different grades in the service, and their attributes, are stated with sufficient precision in Baron de Schrenk's communication; but I may take this opportunity of explaining that the term "Conseiller de Légation" is nothing more than a title, somewhat above that of secretary, but carrying with it no increase of emolument; and it does not even necessarily follow that the bearer of it is employed abroad.

The obligation imposed on the Bavarian Ministers at foreign courts to provide their secretaries with lodging and maintenance, is, I understand, hardly ever carried out in practice, as both parties generally prefer availing themselves of the alternative allowed them, of a private arrangement or composition. The system, which dates from bygone times, is acknowledged to be no longer applicable to the present, and is, in fact, justly condemned as inconvenient in many respects. It appears to be still adhered to, principally from motives of economy, since under it a portion of the emoluments of the junior branches of the service are indirectly thrown upon the heads of missions, and thus saved to the State. It is admitted to be decidedly bad in principle, as tending to disturb that harmony which ought to prevail among all the members of missions at foreign courts, but I cannot discover that any change is contemplated.

The scale of salaries is so variable that it is impossible to give even an approximative notion of the amount received by the different members of the Bavarian diplomatic body, and I believe this to be the reason why Baron de Schrenk has scarcely touched upon the subject in his note. All that I am able to make out on this point is, that they are mostly measured by the estimated expense of living in the capitals wherein they are called upon to reside, but not a little also by the private fortunes of those who are selected for diplomatic appointments; and, acting upon this principle, the Government sometimes assists even the unpaid branches of the profession by means of pecuniary gratifications.

At this moment, if I am correctly informed, the Bavarian envoys in London, Paris, and St. Petersburgh, are, including both their fixed salary and their allowance for representation above mentioned, in the receipt of the annual sum of 30,000 florins, out of which they are obliged to pay their own house-rent; but upon which, on the other hand, they are not liable to income tax, except for such small part as comes under the head of fixed salary.

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However, as it is fully recognized that this amount is altogether insufficient to enable its recipient to maintain a proper social position in any one of these capitals, it is usually sought to supply the deficiency by nominating to those posts persons in the enjoyment of competent and independent means of their own. This observation applies, indeed, equally to the diplomatic appointments of all the minor German States, and it is evident that the necessity for making them to a great extent dependent on pecuniary considerations must go far to determine the class from which persons are chosen to fill them. Exceptions there certainly are; but as far as my experience goes, this branch of the service is most frequently recruited from the ranks of the aristocracy, to whom, if I except the army, diplomacy is, under the stringent bureaucratic organization of these countries, the only public career left open. Although examinations successfully passed are laid down as the condition of admittance into the diplomatic service, the rule is by no means strictly adhered to, since cases of expediency constantly justify a departure from it, and I can of my own knowledge assert that of late years more than one appointment has taken place without any question of the observance of it. Just as little regard is, I am informed, paid to the regulations which require the deduction from the salary of a Minister when on leave of absence, for short periods at all events, which have given rise to frequent remonstrances on the part of the King's representatives at the Great Courts, who are not in a position to support the loss. These representations are, I am told, seldom entirely disregarded, and the result is, either that the chargé d'affaires, as such, receives no extra allowance during the absence of his chief, or that, under special circumstances, it is made good to him from some other fund.

The duties of the Bavarian Consular service are strictly confined to commercial matters, and as the Consular officers are in all respects subordinate to those invested with a diplomatic character, and for the most part are not even Bavarian subjects, it is scarcely possible that any question about precedency can arise between them, nor can I make out that any interchange of persons ever occurs between the members of these two branches of the service.

Having thus complied as far as I am able with the requirements of your Lordship's Despatch in respect to the diplomatic service of this kingdom, I shall, in fulfilment of the wishes conveyed in it, proceed to offer a few short remarks suggested by an active professional experience of more than 37 years upon what I consider to be especially the weak point in our system; and in so doing I have no hesitation in asserting that, notwithstanding the disadvantage under which they labour in one important respect, the Queen's diplomatic servants abroad, as a body, are not inferior in efficiency to those of any other State whatsoever. Its organization in reality differs in no essential point from that of foreign countries, and though I have often heard the system criticised, the members of the service decried, and invidious comparisons instituted between them and foreign diplomatists, I have never seen these charges proved, nor any practical plan proposed for counteracting the evils complained of, which, I maintain, exist only in the imagination of those who signalize them. However, I will do the authors of them the justice to believe that their strictures are traceable to their ignorance of the real state of the case, for they are certainly not in a position to appreciate the difficulties with which Her Majesty's representatives abroad have to deal, though they are to a very great extent the cause of them.

Frequent instances of the inconvenience occasioned by the practice of giving publicity to despatches received from Her Majesty's Ministers at Foreign Courts have occurred, and one of them will be fresh in your Lordship's recollection; and though it is by no means my intention to question the justness of the views of those who uphold the right of Parliament to be thoroughly informed upon the general foreign policy of the Government, nor to deny the advantages resulting therefrom, I cannot refrain from stating my opinion that nothing is more prejudicial to the action and efficiency of the diplomatic service than the perpetual motions for the production of Papers, made by this class of politicians in the Houses of Parliament. They little think, or little care, how many sources of information they close to Her Majesty's missions abroad, by the publication of "Blue Books."

The habitual reserve of all the Foreign Ministers of the Minor States, imposed by their peculiar position, is at least doubled, by the dread of seeing their names brought before the public in connexion with political questions; and in the German Governments this consideration operates with still greater force, for not only must the Ministers for Foreign Affairs be careful not to be too communicative, for fear of compromising themselves in matters on which they have not yet taken their Sovereign's orders, but they must also be cautious in framing their language so as not to give umbrage to, or embroil themselves or their Governments with any of their federal allies. If, then, official persons in the higher grades are actuated by such motives for silence and secrecy, what must be the feeling among those in more dependent situations? It is scarcely surprising that they are solicitous to avoid all suspicion of too intimate social relations with those who may even, unintentionally, ruin their future prospects in life, and the consequence is, that even supposing such conduct not to be actually prescribed to them, though I have heard that it is indirectly, a natural instinct of self-interest causes them to hold aloof from the members of Her Majesty's legations. Now, foreign society, in the smaller capitals, is mainly, if not exclusively, composed of this class, who are almost entirely dependent upon the Court or Government in some way or other, so that even these sources of information, which are not altogether so worthless as they may be thought, are made inaccessible to English diplomatists.

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I am not sorry to have this opportunity of depicting the real position of Her Majesty's missions abroad, because I entertain the fullest confidence that a correct knowledge of it is all that is required to secure for them a little more fairness on the part of those who assume the character of diplomatic censors.

I have not had much experience of the working of the examination system, but when I see it, even in this most bureaucratic country, evaded or disregarded from motives of expepediency, I may be allowed to entertain some doubt as to the absolute necessity of subjecting those who aspire to enter the service to so severe an ordeal; especially as it must be obvious, to any one at all conversant with the duties of it, that other qualifications besides those which can be acquired by the mere reading for an examination are requisite for their proper discharge.

Enclosure 1, in No. 2.

Baron *Schrenk* to Sir *J. Milbanke.*

M. le Ministre, Munich, le 14 Novembre 1860.

En reponse à la note que vous avez bien voulu m'adresser en date du 31 Octobre dernier, j'ai l'honneur de vous donner ci-après les renseignements desirées dans son annexe sur le service diplomatique de la Bavière.

1. Des jeunes gens qui se trouvent aggrégés en qualité d'elèves diplomatiques, ou d'attachés au Ministère des Affaires Etrangères et aux Légations Royales, ne sont pas rétribués. Ce n'est que par exception s'il y a des attachés de légation qui touchent des rétributions annuelles mais révocables, ou des gratifications pour leurs services.

2. Il y a dans notre service diplomatique les grades suivants:—

(*a.*) D'Elève Diplomatique, et d'Attaché de Légation. Il est d'usage pourtant de choisir les attachés du nombre des elèves. Les fonctionnaires de toute cette catégorie ne jouissent pas des droits pragmatiques des employés de l'état. Leur position est révocable.

(*b.*) Celui de Secrétaire de Légation. Le titre et le rang plus élevé de conseiller de légation, conférés quelques fois à des secrétaires qui comptent un service de plusieurs années, ne changent en rien ni les fonctions de ces employés, ni leurs rapports avec le chef de la mission.

(*c.*) Celui de Chargé d'Affaires;

(*d.*) De Ministre Résident; et

(*e.*) D'Envoyé Extraordinaire et Ministre Plénipotentiare.

3. L'avancement se fait en général selon l'ancienneté du service. Il y a toutefois des exceptions de cette règle, qui s'appliquent par les besoins du service, et le mérite personnel des employés promus à un grade supérieur.

4. Ce ne sont que les secrétaires de légation auxquels les chefs de mission soient ordinairement tenus ou de donner le logement et la table, ou de payer en échange une somme réglée à l'aimable.

5. Les émoluments de tous les employés dans le service diplomatique consistent en traitements fixes. Il y a de plus des indemnités pour les frais d'établissement, de déplacement, de l'entretien des chancelleries, et de voyages en service public. Le maximum de l'indemnité pour frais de l'établissement et de voyage est fixé pour les chefs de mission au quart de la totalité de leurs appointements annuels.

6. Il n'y a des fonds à la disposition des légations royales pour fournir à leurs dépenses extraordinaires. Les frais des chancelleries, tels que ceux pour l'abonnement d'un certain nombre de journaux, leur sont remboursés par trimestre.

7. A moins que les exigences du service s'y opposent, il est d'usage d'accorder aux employés diplomatiques les congés sollicités pour un temps limité de l'année. Les Envoyés Extraordinaires et les Ministres Plénipotentiaires, de même que les ministres résidents, ont cependant à supporter pour la durée de leur congé une retenue d'un tiers sur les appointements; les chargés d'affaires ne sont soumis à cette retenue que pour le temps qui excéderait trois mois de congé.

8. Est allouée la moitié de cette retenue, ou la sixième du traitement du chef, au secrétaire de légation chargé des affaires pendant ce temps.

Pour ce qui regarde les affaires, toutes les obligations du chef de la mission, absent en congé, passent à celui qui est chargé de leur gestion intérimaire.

9. Il n'y a pas en Bavière un personnel consulaire, comme en a, par exemple, la France.

Le personnel consulaire au service de notre pays ne compte pas parmi les employés de l'état, et dans la plupart des cas les consuls de la Bavière ne sont pas même des sujets Bavarois. Notre personnel consulaire est non seulement subordonné au Ministre des

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Affaires Etrangères; il dépend aussi des légations royales, en tant que nos consuls sont obligés de se conformer aux ordres qui leur sont transmis par la légation qui réside dans le même pays.

Les fonctions des consuls Bavarois sont d'une nature essentiellement commerciale, et ce n'est que sur le consentement exprès du Gouvernement que le consul peut être autorisé par la légation respective à viser les passeports en cas d'absence de toute personne diplomatique.

10. Quant aux pensions du personnel diplomatique, je me permets, M. le Ministre, de vous renvoyer à la Constitution du Royaume, Annexe 9, par laquelle un système uniforme a été établi pour toutes les pensions civiles.

La pension y est basée:—

(*a.*) Sur le traitement de l'employé, où ne sont pas comprises les rétributions pour frais de représentations, formant la majeure partie des appointements du personnel diplomatique.

(*b.*) Sur la durée des services rendus; en sorte que la pension s'élève en général pendant les premiers dix ans du service à sept-dixièmes, pour les dix ans consécutifs du service à huit-dixièmes, et pour le temps suivant à neuf-dixièmes du traitement indiqué de l'employé diplomatique.

Le droit à la pension de retraite est acquis—

(*a.*) Par ancienneté à soixante-dix ans d'âge.

(*b.*) Après quarante ans accomplis de service, le fonctionnaire ou employé a, dans l'un et l'autre cas, droit à la totalité de son traitement proprement dit.

(*c.*) A aussi droit à pension de titulaire qui est reconnu hors d'état de continuer ses fonctions.

Il y a en outre des pensions réglées par l'Ordonnance Royale du 8 Juin 1807, pour les veuves et les orphelins mineurs des employés diplomatiques. La pension de la veuve s'élève au cinquième du traitement sus-dit de son mari défunct; celle d'un orphelin de père fait le cinquième de la pension de mère, tandisque la pension d'un orphelin de père et de mère monte à trois-cinquièmes de la pension qui serait accordée à la mère vivante. De plus les orphelins de certaines catégories d'employés supérieurs jouissent, à défaut d'entretien ou d'établissement, de pensions viagères.

11. Les relations entre le personnel du Ministère des Affaires Etrangères et celui du service diplomatique sont telles qu'il peut y avoir, et qu'il y a quelquefois, des changements dans le service, de sorte que dans l'intérêt du service public des employés du ministère sont attachés à des légations, ou nommés chefs de missions, et, qu'en retour, des membres du corps diplomatique sont appelés à servir dans le ministère.

En me référant pour le reste des données désirées à la note en date du 22 Mai 1852, par laquelle le Baron de Pfordten vous a fourni des renseignements à ce sujet, je saisis, &c.

(signé) *Le Baron De Schrenk.*

BELGIUM.

— No. 3. —

Lord *Howard de Walden* to Lord *J. Russell.*—(Received 22 December.)

My Lord, Brussels, 21 December 1860.

I HAVE the honour to acknowledge the receipt of your Lordship's despatch of the 25th October, marked circular, in which your Lordship indicates seriatim specific features in the Diplomatic service of Belgium in respect to which Her Majesty's Government desires information.

Following the same order I herewith furnish the various particulars I have obtained in regard to the several points in question.

The conditions on which persons are admitted into the Diplomatic service of Belgium are not determined by any regulations. Applications for admission are addressed to the Minister for Foreign Affairs, who in deciding upon them takes chiefly into consideration the social position, character, and conduct of the applicants.

No examination has to be undergone as a test of fitness.

No allowances are paid on the first entrance into the service.

The gradations in the service are as follows:

1. Heads of missions in two classes, of which the first is composed of Envoys Extraordinary and Ministers Plenipotentiary, and the second of Ministers resident.
2. Councillors

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2. Councillors of Legation and Secretaries of Legation of the first class and of the second class.

3. Attachés.

Promotion from the rank of attaché up to that of councillor of legation takes place by selection from each grade under certain specified conditions of eligibility.

An attaché to be qualified for promotion to the rank of secretary of legation of the 2d class must be upwards of 21 years of age; have taken at a Belgian university the degree of "Candidat en Philosophie et Lettres;" have passed the requisite diplomatic examination, and received a certificate of competency.

Examinations take place once every year at the Foreign Office, before a commission appointed by the Crown; they embrace the following subjects:

1. Modern political history, and history of the principal treaties.
2. Political economy and statistics.
3. The German or English language, at the option of the candidates.
4. International law.
5. Constitutional law ("droit public") of Belgium and foreign countries.
6. Elements of the civil code.
7. Diplomatic composition.
8. Commercial legislation and policy, treaties, tariffs, and statistics, &c., and colonial system.
9. Belgian consular regulations.

Three years' service as secretary of the 2d class is necessary in order to entitle any one to an appointment as secretary of the 1st class, and a secretary of the 1st class must have served five years in that rank before he can be promoted to the rank of councillor of legation.

There are no special regulations concerning the duties required of each member of the diplomatic chanceries, and the relation in which the subordinate members stand to the chief of the mission, and the control that such chief can exercise over them.

No privileges in the way of lodging and maintenance are enjoyed by the junior members of missions.

The following Table shows the amount of the Fixed Salaries paid to the Chiefs and Members of Belgian Missions abroad:

	Chief.	Secretary.
	Francs.	*Francs*
Vienna	38,000	8,000
Frankfort	28,000	5,000
Paris	41,000	10,000 (councillor.)
London	53,000	10,000
Rome	17,000	
Turin	17,000	5,000
The Hague	35,000	6,000 (councillor.)
Berlin	35,000	6,000
St. Petersburgh	53,000	10,000
Rio de Janeiro	20,000	
Copenhagen	17,000	
Madrid	20,000	
Washington	20,000	
Lisbon	17,000	
Constantinople	20,000	3,000 (dragoman.)

A sum of 14,000 francs is placed at the disposal of the Minister of Foreign Affairs, to be distributed as he thinks proper in the way of gratuities among secretaries and attachés.

No allowances are given for house rent, keeping up the house, or for outfits.

The actual expenses of journeys made on public service by order of the Minister for Foreign Affairs are reimbursed. Heads of missions proceeding from Belgium to their posts for the first time, and on their final return to Belgium, receive for all their travelling expenses

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expenses allowances the amount of which is determined by the Minister of Foreign Affairs within the limits specified in the following Table:

From Belgium to:	Chiefs of First Class.	Chiefs of Second Class.
	Francs.	*Francs.*
The Hague	1,000 to 2,000	500 to 1,000
Frankfort	1,500 „ 3,000	1,000 „ 2,000
Vienna	5,000 „ 6,000	3,000 „ 5,000
Berlin	2,000 „ 4,000	1,500 „ 2,000
Hamburgh	- - -	1,500 „ 2,000
Copenhagen	- - -	2,000 „ 4,000
Stockholm	- - -	2,500 „ 4,500
Paris	1,500 „ 3,000	1,000 „ 1,500
Madrid	- - -	2,500 „ 4,500
Turin	- - -	2,000 „ 3,500
Rome	4,000 „ 9,000	2,500 „ 4,000
Athens	- - -	3,000 „ 5,000
Constantinople	5,000 „10,000	3,000 „ 5,000
London	2,000 „ 3,000	1,000 „ 2,000
Lisbon	- - -	2,500 „ 4,000
Washington	- - -	3,000 „ 5,000
Rio de Janeiro	- - -	4,000 „ 7,000

Sums calculated in the same ratio for similar purposes are likewise granted on transfer from one post to another, without return to Belgium. Councillors and secretaries of legation, under similar circumstances, receive their actual travelling expenses, which attachés are not allowed to charge to the public.

The nature of the extraordinary expenditure allowed to be incurred in each mission is thus specified:

1. Postage for official correspondence.
2. Relief of distressed Belgians.
3. Cost of national emblems, seals, stamps, &c.
4. Purchase of documents, copies, translations, &c.
5. Foreign newspapers.
6. Casual expenses.
7. Charges on account of presentation of credentials, and other public ceremonies.

A sum of 2,000 francs is granted for chancery expenses, by which term is designated the cost of stationery, office furniture, &c., and is paid to each of the following missions:—

Vienna, Paris, the Hague, St. Petersburgh, Frankfort, London, Berlin, Constantinople.

Leave of absence is granted by the Minister for Foreign Affairs to heads of missions, with the King's permission, and to councillors and secretaries of legation, and attachés, on the recommendation of their chiefs, who, in urgent cases, and subject to the conditions of immediately reporting their reasons for doing so, may, on their own responsibility, grant leave of absence to their subordinates.

Chiefs, and junior members of missions, are entitled to leave of absence for 15 days in every year, without deduction from their salaries. During the first three months after that period has elapsed, chiefs of missions absent on leave lose one-third, and councillors and secretaries of legation one-sixth of their salaries. At the end of three months, the deduction from the salary of a chief is increased to one-half, and at the end of six months to two-thirds. Each of these terms is extended by one month at Constantinople, Washington, and Rio de Janeiro.

A councillor or secretary of legation, absent from his post for more than three months beyond the 15 days' leave which is granted, without deduction, ceases altogether to receive his salary, two-thirds of which is paid to the person who temporarily discharges his duties.

Councillors or secretaries of legation and attachés holding charge of missions in the absence of ministers receive allowances amounting at each of the posts of St. Petersburgh, Constantinople, Washington, and Rio de Janeiro, to one-third, and at every other mission to a quarter of the minister's salary, together with half the sum allotted for chancery expenses.

They assume all the responsibities of their absent chiefs.

Concerning the relation between the diplomatic and consular services, the following rules exist:

All consular agents of whatever rank are subject to the authority and bound to execute the orders of the Belgian legation accredited to the country where they reside.

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The chief of the mission has power to suspend them temporarily from the exercise of their consular functions. As a general rule the whole of the correspondence between consular agents and the department is transmitted under flying-seal through the legation.

There are no fixed rules of precedence between the diplomatic and consular officers.

There is no interchange of persons between those services.

The system and conditions on which pensions are granted during temporary or permanent cessation of active duty are as follows :—

On the withdrawal of a mission the persons composing it are entitled, whilst unemployed, to allowances (" traitement d'inactivité ") amounting to 5,000 francs a year for heads of mission of the first class (envoy extraordinary and minister plenipotentiary), 4,000 francs for those of the second class (minister resident), 3,000 francs for councillors and secretaries of legation of the first class, and 2,000 francs for secretaries of legation of the second class.

Diplomatic agents become entitled at 65 years of age, and after 30 years' service, to pensions calculated at the following rates: for every year's service one 65th of 21,000 francs, for heads of missions of the first class, of 14,700 francs for heads of missions of the second class, and of the amount of their actual salaries for councillors and secretaries of legation.

There are no relations as regards interchange of employment between the diplomatic servants and the Foreign Department; the former may, however, be employed in the Foreign Office without losing rank or chances of promotion in the diplomatic service.

Your Lordship desires that I should make any observations which my experience may suggest on the present constitution and working of the diplomatic service of Great Britain.

It appears to me that the regulations established, and explanations afforded by your Lordship's circular instructions of the 10th of February and 6th of November of this year, for the better understanding of the duties of members of the chanceries of the diplomatic service, and their relations between them and their chiefs, if duly observed, will have effected the most material reforms desired for the efficiency of the diplomatic service.

I do not feel sure how far other matters having a general bearing on the details of this service should be noticed by me, but as your Lordship instructs me to offer any suggestions which may occur to me for its improvement, I further submit them to your Lordship's consideration, as I have a strong opinion on several points :—

1. I think the principle of unpaid services is not a good one, and that it would be preferable that all attachés should receive salaries relative to their classes: the practical bearing upon a sense of obligation, as enhanced by acceptance of remuneration, is too obvious to need being expatiated upon.

2. The admission of the class now denominated " paid attachés," into that of secretaries, under the title of " second secretaries," would often afford advantages for personal intercourse with departments and functionaries abroad. The rank or category of a public agent tells materially on intercourse with foreign officials.

I am disposed to look upon education at a public school, or at one of the universities, as a very material qualification for personal official intercourse and social relations, so essential to a young man entering the diplomatic profession, of much higher importance than the extent of information now required at their first examination, considering that the degree of their acquirements can be fully tested previous to being granted promotion.

With respect to the general question of allowances, I would submit for consideration the principle of half-pay, proportioned according to circumstances, to be adopted for those members of the diplomatic body, who, on public grounds, or who from illness contracted abroad, shall be temporarily withdrawn from active service; as also some extra allowance being made to the attachés who may be in discharge of the duties of a secretary beyond the term for which leave of absence is recognized by the general regulations.

3. In regard to leave of absence, it is remarked in your Lordship's circular despatch, of the 10th of February, that the head of a mission alone is placed on half-salary during leave of absence, and your Lordship sees no reason to disturb that arrangement, because, during absence from his post, the head of a mission is relieved from the charge of representation. I venture to submit to your Lordship that practically this assumption is not strictly borne out. The heavy burthen of representation or entertainments are generally concentrated within a few months, designated " the season," and during that period it is seldom that a diplomatic representative absents himself from his post; and the accumulated expenses then incurred very far exceed the proportion of receipts coming to hand for the corresponding term, and for a short absence no saving can be realised on the general establishment of house and servants, &c.

In many foreign services short absences for special causes are allowed to chiefs of missions, free from all deductions, and for longer periods the deductions are regulated at an increasing ratio proportional to the extension of leave enjoyed.

Allowances are made for the residences of diplomatic representatives; they have been apparently fixed according to some ideal scale of sufficiency rather than calculated on

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actual rents which have to be paid in many capitals. For instance, the allowance for Brussels is limited to 400 *l.* per annum, *i. e.*, 10,000 francs. My house costs me about 425 *l.*, 10,625 francs, without fixtures or a stick of furniture whatever, and I do not pay proportionally as much as several of my colleagues owing to my tenancy having been so long an uninterrupted one.

The Russian minister pays 30,000 francs for a furnished hotel. The Prussian minister 12,000 francs, with only a drawing-room and a dining-room furnished. The French minister, who is badly lodged, 12,000 francs for a house, without the drawing-room floor being furnished, and this is in face of increasing charges; the prices of almost every necessary of life having risen from 20 to 50 per cent. since I have been here.

The terms of rent are of course much enhanced by the nature of our leases, according to which, ministers on removal on service are to be relieved from further liability, on payment of six months in advance. It would be extremely advantageous and economical for diplomatic representatives, if houses were provided permanently for the different missions by purchase or by lease, as circumstances might justify; the allowance to be confined to furniture, as they would thus be protected from extravagant demands, which are often made on plea of uncertainty of the duration of occupancy, or owing to advantage being taken of any temporary scarcity of good houses.

The Austrian minister has been for months looking for a house, and the only one now vacant which would suit him, is an unfurnished one, not in a good situation, for which 18,000 francs is asked.

I have ventured to notice to your Lordship the subject of allowances, as a very erroneous impression exists as to the adequacy in many capitals of the amount which actually comes to hand to meet the *bonâ fide* expenses of a diplomatic representative who may have a family, and on whom trifling modifications of the existing system would confer very appreciable benefit.

I have, &c.
(signed) *Howard de Walden and Seaford.*

BRAZIL.

— No. 4. —

Mr. *Christie* to Lord *J. Russell.*—(Received February 23.)

My Lord, Rio de Janeiro, 24 January 1861.

I PROCEED to offer some observations on the constitution and working of the Diplomatic Service, in obedience to your Lordship's instruction in your circular Despatch of the 25th of October last.

My remarks will refer to two heads:

1. Organization of the service.
2. Relations of Ministers to Consuls.

1. The system of unpaid attachés is a feature of the service which strikes every one. All question of hardship to the individuals is disposed of on considering that every one enters the service voluntarily, knowing its conditions, and accepting them for prospects of honour and emolument.

It is further to be observed that the emoluments of the higher grades of the diplomatic service do not serve for making fortunes, or even supersede generally the desirability of other income. The poor pay of the paid attaché will not in many foreign capitals meet the necessary expenses of a single man, mixing as the attaché should do in society. The salaries of secretaries of legation will not maintain a family, and the large allowances of ministers are swallowed up by representation and a necessarily high scale of expenses. The unpaid attaché system, then, is a consistent part of the whole, and shuts the door of entrance against all who are without independent income, and not above the absolute necessity of money-making.

The diplomatic services of all the chief European governments are similarly organized, and the courtly character of diplomatic occupation has naturally led in former times to a general employment of members of the aristocracy, and to an aristocratic organization of the service. It is difficult, however, to defend now-a-days a system which tends to restrict the diplomatic services to the wealthy, and which depends for serious and laborious work on service, not only unpaid, but even given at considerable expense.

The narrowing of the choice for admission to the diplomatic service, and the weakening of the hold on servants who receive no present payment, are two objections to the system of unpaid attachés; and a third objection is that a period of unpaid service gives claims, which those interested will call rights, to the future advancement in the hope of which the unpaid service has been given: so that a government may be brought to the alternative of impairing the efficiency of the service in its higher departments, or inflicting hardship and incurring imputations of injustice. It has been the practice, not frequently, but from time to

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to time introduce into the posts of minister and secretary persons who have never been attachés; and such appointments have naturally excited complaining among those who, after long serving the public gratuitously and for meagre pay, see their chances of advancement diminished. It must, however, be admitted that in a service so limited in numbers as the diplomatic, it must always be desirable, however large the area of choice, or whatever the conditions of examination for first admission, that the Government should have the power of infusing new blood into it in its more responsible posts, and of selecting occasionally from without distinguished men of special aptitude for higher embassies. Right to promotion and to exclusion of strangers from admission to the service at higher stages is not desirable; neither, therefore, is a system of unpaid service, which gives more or less plausibility to such pretensions.

One regulation appears to me to carry out with extreme rigour the unpaid attaché system. If I am not misinformed, paid attachés, either generally or when proceeding to distant posts, receive a sum of money for payment of travelling expenses. Unpaid attachés receive nothing. The expense of the journey to any of the South American Missions is considerable. These distant posts, without reference to expense, are always much less desired than those in Europe; and the difficulty of finding even paid members of the service eager to go to South America is well known in the Foreign Office. It would appear to me, at least, desirable, so long as the service of these distant missions in countries all known to be expensive depends on unpaid attachés, to diminish the discouragements by paying their journeys.

In a recent circular Despatch from the Foreign Office, which regulates the conditions of leave of absence for secretaries and paid attachés, occurs the following passage, which seems to admit an imperfect right over the unpaid attaché: "I have not thought it necessary to say anything about unpaid attachés, as the public has no claim on them such as it has on secretaries and paid attachés who are in the receipt of salaries." I would respectfully submit that it is desirable either that a complete right to the unpaid attachés' services should be maintained, on the ground of his voluntarily accepting the conditions of the service, or that all attachés should receive payment.

I would suggest for consideration whether a plan adopted in some legations of having a permanent officer not belonging to the regular diplomatic service, and variously named clerk or keeper of the archives, or registrar or translator, might not be extended and consolidated. There is no legation in which there would not be advantage in the presence of an officer of the class of clerk, or what is called in the French service "chancelier," who, fixed in the country, or not liable to frequent changes of place like the attachés, would be familiar not only with the language, but with the customs of the place, would be well acquainted with the minor officials, and capable of advising a new minister in matters requiring local knowledge, and of settling many questions which only require for settlement a good understanding with police or other authorities; would keep the archives in order among the mutations of minister, secretary, and attachés, and would do much of the work usually done by attachés. There is hardly a foreign capital in which some respectable Englishman, already settled there, might not be found capable of filling such a post, and willing to undertake it for a reasonable salary, even without prospect of advancement. Hopes of advancement might, however, be furnished by occasional promotions to consular appointments. The duties of such officers would, of course, be more arduous, and require higher intelligence and education in some missions than in others; where a translator is wanted, the clerk might also be translator, as is the case in the Brazilian mission. There would also be occasional opportunities of promotion of such an officer from one mission to another. Should the payment of all attachés be thought of, the number of attachés, and the expense attending such a change, might be diminished by the organization of a class of clerks.

The levying of fees at legations, under the authority of the Legislature, for signatures of passports and notarial acts, similar to those authorised to be levied at consulates, would in many legations produce a considerable fund, and might meet much of any increase of expense. I was informed, when in Switzerland, that the fees levied in the French Chancery at Berne met the greater part of the expenses of the French legation in Switzerland. There appears to be no reason why passports or signatures, which cost four or five shillings in the consulates of Genoa or Marseilles, should be given for nothing at Turin or Paris. If it is proper to charge the public at consulates, the Government might gain by similar taxes in legations.

2. There is, I believe, no doubt of the subordination of the consular service to the several ministers accredited to foreign governments. I have seen isolated Despatches from foreign secretaries in which the mutual relations of supervision and obedience are most clearly explained. Yet it is not an uncommon belief among consuls that not only are their duties distinct from those of ministers, but that they are independent of the latter, and owe obedience only to the Secretary for Foreign Affairs. Of the prevalence of such an opinion, which is sometimes, I have no doubt, held conscientiously, all ministers who have served in countries where there are consuls must be more or less aware. This opinion, which leads to frequent misunderstandings, and often obstructs the public service, would be effectually removed by inserting in the volume of printed consular instructions a clear exposition of the relations of consuls to ministers, such as already exists in Despatches archived in the Foreign Office. The want of such a statement in the consular instructions probably helps to encourage the erroneous opinion of some consuls.

I would further suggest that a copy of the consular instructions is indispensable for every

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every legation in a country where consuls are employed, and that every additional consular circular which is to be added to the volume of consular instructions should be officially communicated to each legation. The additional trouble of issuing some 30 more copies of the consular circulars for the information of ministers will not probably be thought worthy of being taken into account.

Your Lordship has lately instructed Her Majesty's consuls in Brazil to send all Despatches containing anything of political or other interest, either under flying-seal or in copy to Her Majesty's legation, and to abstain from correspondence with the local authorities, except on matters of ordinary consular duty, without the previous sanction of the legation; and I believe that similar instructions have lately been given in other countries. As these instructions were not sought or suggested by me, I may commend them without reserve. It is obviously desirable that the minister at the capital should be able to control at the commencement questions which, when they become complicated, may be referred to him for settlement, and involve him in disagreeable controversy; and that he should have the opportunities of acquiring the knowledge of the country in which he serves to be derived from consular reports, and of aiding Her Majesty's Government, where he can do so, in reference to the correspondence of consuls.

I have, &c.
(signed) *W. D. Christie.*

— No. 5. —

Mr. *Christie* to Lord *J. Russell*.—(Received 23 February.)

My Lord, Rio de Janeiro, 24 January 1861.

With reference to your Lordship's circular despatch of the 25th October last, I applied to Senhor Sinimbri in a note, of which I enclose a copy, for information about the Brazilian diplomatic service, and he has most obligingly furnished me, with much promptitude, with a report, of which I enclose a translation. I also enclose various documents sent me with the report.

I have, &c.
(signed) *W. D. Christie.*

Enclosure 1, in No. 5.

Mr. *Christie* to Senhor *Sinimbri*.

M. le Ministre, Petropolis, 10 December 1860.

Her Majesty's Government are anxious to obtain information from other Governments as to the constitution and working of their several diplomatic services, with a view to the improvement of our own, and I am instructed to say to your Excellency that any information which you may be kind enough to furnish on the diplomatic service of Brazil will be gratefully received.

The points on which information is chiefly desired are the following:

The conditions on which persons are admitted into the diplomatic service; the class of society from which they are generally selected; the examination, if any, which they undergo as a test of fitness; the allowances paid on the first entrance into the service; the gradations in the service, and the system on which promotion takes place; the duties required of each member of the diplomatic chanceries; the relation in which the subordinate members stand to the chief of the mission; the control that such chief can exercise over them; the privileges in the way of lodging and maintenance enjoyed by the junior members of missions; the pecuniary emoluments of the chief and several members, whether arising from fixed salaries, fees, gratuity, house-rent, or allowance for keeping up the house, outfits, expenses of journeys, &c.; the nature of the extraordinary expenditure allowed to be incurred in each mission; the system on which leave of absence is granted, and whether absence on leave entails any deduction of salary during its continuance; and the allowances and obligations of persons holding charge of missions in the absence of ministers; the relation between the diplomatic and consular services; the rules of precedence between the diplomatic and consular services; the rules of precedence between the diplomatic and consular officers of every grade; the interchange of persons between those services; the system and conditions on which pensions are granted, either during the temporary or permanent cessation of duty; and lastly, the relations between the diplomatic servants and the Foreign Department as regards interchange of employment.

I have to add, that I should be glad if your Excellency could put me in possession of any communication with which you may favour me in time for the January packet, or, at latest, that of February.

I avail, &c.
(signed) *W. D. Christie.*

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Enclosure 2, in No. 5.

Senhor *Sinimbri* to Mr. *Christie.*

Ministry of Foreign Affairs, Rio de Janeiro,
(Translation.) 2 January 1861.

I ACKNOWLEDGE receipt of the note which was addressed to me on the 10th of last month by Mr. William Dougal Christie, &c., expressing the wish of his Government to obtain information respecting the organization and rules of the diplomatic service in other countries, and soliciting such information as I can furnish concerning the Brazilian diplomatic body.

The following are the points on which Mr. Christie chiefly wishes to be informed:

1st. The conditions of entrance into diplomatic service, and under this head, the class of society from which candidates are generally taken, and the qualifications required of those who aspire to the service through an examination, if they undergo one.

2d. The pecuniary advantages given in different diplomatic employments.

3d. The incomes of the chiefs and other members of legation, including fixed salaries, fees, gratuities, and allowances for house-rent, on whose account certain expenses are made, for instance, subscriptions to newspapers, &c.; the allowance to each mission under the title of extraordinary expenses, and the nature of these.

4th. The advantages received and the obligations incurred by those who remain in charge of any mission, in the absence of the chief.

5th. The contributions exacted from each member of a diplomatic mission.

6th. The rules as to promotion.

7th. What rules are observed in granting leave of absence, and if any deduction is made from salaries during the absence.

8th. The conditions on which pensions are granted, whether for a time or permanently, on retirement from active service.

9th. The relations in which the subordinate members of missions stand to their chiefs; the control which the latter exercise over them; the special advantages enjoyed by attachés in respect to board and lodging.

10th. The rules as to precedence among these officers of every grade; the transfer from one service to the other.

11th. The position of diplomatic servants in relation to the Ministry of Foreign Affairs, and *vice versâ*, as regards transfer from one service to the other.

The Brazilian diplomatic service was regulated by a decree of the 15th of May 1834, but as that decree did not effect a true diplomatic organization, a law, No. 614, of the 22d of August 1851, was passed by the General Legislative Assembly; and in virtue of this law, the Decrees Nos. 940, 941, and 954 of the 20th of March and 6th of April 1852, were issued for its due execution.

Some of the provisions of the diplomatic regulation are intimately connected with the organization of the Foreign Office (Decrees No. 135, of the 26th of February 1842, and No. 2358, of the 19th of February 1859).

I transmit these documents to Mr. Christie, and will make suitable use of them in replying to each of the foregoing queries, adding the provisions adopted and sanctioned in practice, or established by the mere Act of the Government for the regulation of this important branch of the public service:—

1st. Recognising the advantage of admitting into the diplomatic career only persons possessed of such general knowledge as would fit them, with practical experience, tact, and ability acquired in the management of affairs, for duly defending the honour and interests of the country, the organization of the diplomacy of the Empire is commenced by the appointment of persons who, by special studies, have sufficient qualifications of aptitude for entering on so brilliant and important a career.

No one can enter the career except as an attaché (Article 1 of the Decree No. 940, of the 20th of March 1852). An examination is not in all cases required for admission.

Bachelors who have studied in the courses of law of the Empire, and graduates in similar courses of foreign academies, are exempt from examination.

The preparations and subjects to which these studies refer embrace all the knowledge necessary for the future acquirement of the required diplomatic ability.

This class of society has the preference for entering the diplomatic career, when they have proved themselves versed in foreign languages, over all who are not similar graduates.

Those of any other class of society may be considered fit for exercising diplomatic functions, after passing examination before a commission of three professional members of high rank as statesmen and diplomatists, and presided over by the Minister Secretary of State for Foreign Affairs.

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This examination comprises the following subjects:

1. Knowledge of modern languages, particularly of English and French; the candidates ought to translate, write, and speak the latter.

2. General history and political geography, national history, and acquaintance with the treaties made between Brazil and foreign powers.

3. The general principles of the law of nations, of the national public law, and the public law of the principal foreign nations.

4. The general principles of political economy and the commercial system of the principal States, and the production, industry, imports, and exports of Brazil.

5. The part of civil law relating to persons, and the fundamental principles of questions of succession.

6. Diplomatic style, preparation of despatches, notes, reports, &c. (Article 3 of the same Decree, and instructions of the same date.)

These are the same qualifications as are required in Belgium by a Decree of the 15th of October 1841, for obtaining the post of secretary of legation.

As an exception from the rule the Director General and the officials of the Foreign Office may be appointed to diplomatic situations without apprenticeship or those conditions.

The clerks who do not possess the qualifications of the 2d Article can become attachés of legations, if they have effectively served during three years, observing the provision of the 4th Article of the Decree No. 135 of the 26th of February 1842.

This exception is grounded on a natural and legitimate presumption of fitness.

2d. The pecuniary advantages given in the different diplomatic employments are received under the title of allowance in aid of travelling expenses, and expenses of first establishments.

When a public servant is named to any mission, he is allowed the half of one year's salary.

In cases of removal from one legation to another he is allowed the quarter or the half, according to the distance, and the probable expenses of the voyage.

This allowance may be increased in cases of removal from legations in America, at the will of the Minister for Foreign Affairs, and for good reasons.

This favour is never granted except after deliberation in the Council of Ministers, and with the approval of His Majesty the Emperor, in whose presence the extraordinary circumstances, personal and special, of the applicant, are carefully and equitably considered.

The above provisions are equally applicable to the chiefs of missions, and the secretaries and attachés.

To those named on special missions to different countries, as many allowances are made as may be the necessary number of voyages from one to another country on leaving that where the mission has terminated. (Article 6 of the law of the 22d August 1851; articles 22 and 34 of the Regulation of the 20th March 1852.)

3d. The annual salaries of the chiefs of missions, secretaries, and acting attachés, are divided into fixed salary, and a sum assigned by a decree to the chiefs of missions for the expenses of representation, and to the other officers under the title of gratuity.

The Envoys Extraordinary and Ministers Plenipotentiary have a salary in the coin of the Empire of $ 3,200.000 (360 *l.* sterling); the resident ministers, of $ 2,4000.00 (270 *l.* sterling); the chargés d'affaires of $ 2,000.000 (225 *l.* sterling); the secretaries of legation of $ 1,200.000 (135 *l.* sterling); the attachés of $ 800.000 (90 *l.* sterling).

These sums were assigned by law as a basis for calculating the pensions ("aposentadorias") and salaries of the different diplomatic servants when they are *en disponibilité*. (Article 5 of the law of the 22d of August, and 20th and 21st of the respective Regulation).

Since then the scale has been raised for the pensions of various public officers of the Empire.

The smallness of the sums mentioned in the foregoing table for the objects specified has already been acknowledged by different administrations, not only in relation to the other officers, particularly since the reform of the Foreign Office, whose functionaries are more liberally paid, but also to the circumstances of increasing dearness in all the means of subsistence in the country.

The allowances under the head of representation and gratuity were fixed by the Decree No. 954 of the 6th of April 1852, being advanced quarterly, in conformity with the provision in the second part of the 5th Article of the Diplomatic Law, and of the 20th, 21st, and 28th Articles of the Regulation issued for its execution.

By various other acts of the Government, according to new requirements of the public service, that decree has undergone, from time to time, the many modifications of the table which I submit for Mr. Christie's consideration.

This table shows the advantages at present enjoyed by the Brazilian diplomatic body, and there are added the amounts likewise ordered to be paid quarterly in advance to the legations of chancery expenses, in consideration of the necessities of the service.

The diplomatic salaries are due and assigned from the day on which the officer departs for his destination; the chief of the mission, as regards chancery expenses, having only a right

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a right to the portion corresponding to the period in which he is in execution of his duties. (Article 24 of the Regulation of the 20th March 1852).

The chancery expenses include all the ordinary ones of printed papers, subscription to newspapers, books, postage, &c.

The minister in London, alone, has a small annual sum allowed to him for house-rent, to the amount of $ 3,277.777, or 368 *l.* 15 *s.* sterling, at the exchange of 2 *s.* 3 *d.* to the milreis.

The Imperial legations receive no emoluments for their acts by virtue of orders of the Government, notwithstanding the provisions of the 16th Article Regulation of the 15th of May 1834.

Besides those sums, which are fixed by decree or orders of the Government, there are occasionally extraordinary expenses of a transitory character which the Government, for the good of the public service, allows to the Imperial legations in countries where under their responsibility they arise, with a previous deliberation of the Council of Ministers, and approval of his Majesty the Emperor.

These expenses must, by rule, be previously authorized, and, in the absence of previous authorization, they must be duly justified by their urgency and indispensable necessity.

These expenses cannot be classified, because they vary according to circumstances; some of them, besides, are of a secret nature for good services entrusted to the legations: among them are comprised those of which the Articles 36, 67, 93 (sections 2, 3), and 95, of the said Regulation of 1834 treat.

4th. The advantages derived by the functionaries who remain in charge of any mission in the absence of the chief, are those of their own post in the career, and an additional gratuity with reference to their position, increase of work, dearness of the place, and in order also that they may cover some increase of expenses arising from the representation provisionally devolved upon them.

The 25th Article of the Regulations of 1852 fixes the maximum and minimum of this gratuity, when the mission is temporarily in charge of the secretary, or, in his absence, in that of the attaché, or, in his absence, in that of the consul general.

This maximum and minimum vary according to the nature of the substitution, and as the officer replaced is an envoy extraordinary and minister plenipotentiary, a resident minister, or a chargé d'affaires.

The obligations of these provisional chiefs have reference, in these cases, to the country which they represent, or to the Government to which they are accredited.

In regard to these, they exercise the functions permitted by their position, the nature of their representation, or that of their credentials.

In regard to their own country, they perform the duties dictated by their instructions, whether provisionally given by the chief for whom they act, or emanating direct from their Government, and in the absence of either, they are bound by all the general obligations, which are not merely confidential, prescribed to the chiefs of the Imperial legations by the Regulations of 1834.

5th. The appointments of diplomatic agents are subject to two sorts of contribution; a stamp in proportion to their income, and a chancery tax.

The first tax is of 1 per cent. upon the total amount of their income for one year, derived from fixed salary, representation, or gratuity, paid once for all. (Law No. 317 of the 21st October 1843, and Regulation of the 10th July 1850.)

The law of the budget for the future financial year of 1861-62, authorised the Government to alter the table of the stamp duty in this part until the end of the civil year 1860, and to double it.

By virtue of that authorisation, the same Government issued the Regulation No. 2,713 of the 26th of December.

The second tax is of 5 per cent., also upon the whole of the income of one year, which may be paid at once, or quarterly. (Law of the 20th of October 1838, with the alterations made by that of the 30th November 1841, Article 24, and annexed Table.)

There is no other contribution during the period of a diplomatic mission, excepting when there is an increase of income, when the increase is subject to the same taxes.

It is the same on new appointments, which bring greater advantages to the officers; only the increase or difference is subject to this public charge.

The income of the public functionary is not subject to any deduction for his future benefit on the cessation of his services; or for the benefit of his family, as is the case in other countries.

6th. The promotion of diplomatic officers is regulated by the 4th Article of the Decree No. 940 of the 20th March 1852.

The secretaries of legation must be chosen among the first class attachés who have served for two years; the chargés d'affaires from among the secretaries; and the envoys extraordinary from among the chargés d'affaires and resident ministers.

In these promotions, those functionaries are preferred who have served in the missions in America.

The having filled the situation of secretary or attaché to the Imperial Legation in London is likewise a cause of preference in the promotion of officers.

Seniority only gives a right to promotion in case of equal merit and services.

7th. Leaves of absence to officers holding appointments are granted with the fixed

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salary, and the payment ceases of the allowances made under the head of representation and gratuity.

The Government may, notwithstanding, when there may be good reason, grant such leaves of absence with half such allowances, but never more. (Article 37 of the Decree No. 940 of the 20th March 1852.)

The discretion authorised by this article has generally been used, from a natural deference of the Imperial Government for their functionaries when there is no special reason for not being generous.

The chiefs of missions must inform the Foreign Office of the date of the commencement and termination of leave of absence, and they are to do the same as regards their subordinates.

The term of leave of absence interrupts the service for the advantages assured by the diplomatic law and regulation issued for its execution, except when, in consideration of particular reasons, the Government in granting leave should order the contrary.

When the leave is granted by the Government, or is taken for the good of the service under the responsibility of the diplomatic servant, he considers himself under the orders of the Government. which, according to circumstances or public convenience, allows him the whole of his income, or reduces it, with due regard to the rules which relate to those *en disponibilité*.

8th. The advantages enjoyed by the members of the diplomatie body when they are not in active service are when they are *en disponibilité*, or when they have acquired a right to a pension, and this is granted to them.

If when ordered to retire to this Court, or their mission having ceased, they are admitted into the service of some department, or to fill some administrative situation, they receive two-thirds of their salary.

If the service is in the Foreign Office, they may receive, besides that salary, a gratuity which depends upon the importance of the work assigned them.

If they are not called to any of those services, they are considered in active *disponibilité*, and they only receive one-half of the salary.

Those who have passed five years *en disponibilité* without being employed in any public service, cease to belong to the diplomatic body, and therefore lose the right to any salary, except they should have a right to a pension.

The retirement is only granted with full pay when the officer has effectively served during 30 years, comprising the term of active *disponibilité*, and to be reckoned from the date of the first appointment to any diplomatic situation.

Those who cannot allege in their favour these 30 years, have only the right to the salary corresponding to the time of service, provided they have been effectively employed during the term of 15 years.

The salary upon retirement is that from the last post, if he should have served in it for three years; if not, it will be from the next inferior post.

The *disponibilité* and retirement only avail for the chiefs and secretaries of legation employed in ordinary missions.

The provisions which regulate this matter are those of Articles 7, 8, and 9 of the diplomatic law, and Articles 14, 15, 16, 18, and 19, of the Regulation issued for its execution.

The way of reckoning the time is regulated by the fourth chapter of the said Regulation.

9th. The relations between the chief of a mission and those employed in it are those which commonly exist between a superior and his subordinates.

It is his business to exercise the greatest vigilance as regards the chancery of the legation, and all the officers subject to him, on whose capacity and usefulness it is his duty annually to report to the Imperial Government. (1st Title, Chapters VIII., of the Rules of the 15th May 1834.)

The obligations of the secretaries and attachés are marked in the 2d Title, Chapters I. and II. of the same Rules.

Neither the diplomatic law nor the regulations issued for its execution imposes on the chiefs of missions the obligation of providing board and lodging to any diplomatic officer, not even to attachés of the second class, or apprentices, who were permitted in the organization of the Brazilian diplomatic body, and to whom no salary was assigned, nor rights given.

10th. The consular servants are made subject to the legations for the purpose of giving them all the informatiou which they may call for.

In matters which relate to political interests, they should always consult the diplomatic minister, if there is one in the place of their residence, and circumstances permit it.

In the exercise of their consular attributions, they are independent of the action of the chiefs of missions, who are, however, bound to inspect their proceedings, solely for the purpose of reminding them of their duty if they should be remiss.

The other consular officers are subject to the consul; from him, as the common centre, emanate the necessary measures and instructions for the good of the consular service, and with him alone the vice-consuls correspond, except in very special and extraordinary cases, all of which are seen in the 3d Title, Chapter V. of the Regulation of 1834, and in Title I., Chapter III. of the Consular Regulation of the 11th June 1847, which accompanies the documents sent to Mr. Christie.

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The provisions which regulate precedence among all these officers are those generally observed, and are derived from the prerogatives belonging to the respective positions.

The diplomatic service is entirely distinct from the consular service; those who are destined for that service have to fulfil certain conditions such as are not yet decreed for those who are destined to the consular service.

Nothing has been enacted in the regulations of the empire which exceptionally determines the change from one service to another.

11th. The position of the diplomatic officer, when called to the service of the Ministry for Foreign Affairs, and of the members of this office when taken for the diplomatic service, is regulated by Article 7 of the Diplomatic Law, by Articles 7, 8, and 47 of the Regulation for its execution, and by the 64th of the Decree of the 19th of February 1859.

They are functions of the same nature, and the several functionaries share common advantages, with the difference that the diplomatic servants in the Foreign Office do not leave the profession which they have embraced as long as they please to retain it, while those of the Foreign Office passing to some ordinary diplomatic mission lose their place in this department.

I refer to the ordinary missions because for special and extraordinary missions the Imperial Government has the greatest liberty to select for this service persons from any class of society who have the necessary qualifications and ability to fulfil satisfactorily such important duties, whilst observing the provisions of the 6th Article of the Decree of the 20th March 1852, No. 940.

Confining myself to replying to the questions as put by Mr. Christie, I have to observe that various other provisions, not comprised in the replies to these questions, complete the organization of the Brazilian diplomatic service. These provisions Mr. Christie will find in the documents sent to him for better compliance with the wish he has expressed in the name of his Government.

I avail, &c.

(signed) *Joao Lins Vieira Cansancao de Sinimbri.*

Enclosure 3 in No. 5.

STATEMENT of the Salaries received by the Brazilian Diplomatic Establishment.

Categories.	Countries in which the Empire maintains Legations.	Salaries fixed by Law.	Sums for Expenses of Representation, determined by Decree of the Imperial Government.	Payments made by Decree of the Imperial Government.	Additional Payments granted by the Imperial Government.	Sums assigned to Expenses of Office.	Total.	Observations.
Envoys Extraordinary and Ministers Plenipotentiary.	United States of America	$ 3,200 000	$ 16,800 000	- - -	- - -	$ 500 000	$ 20,500 000	
	Argentine Confederation	$ 3,200 000	$ 16,800 000	- - -	- - -	$ 500 000	$ 20,500 000	
	Peru	3,200 000	16,800 000	- - -	- - -	500 000	20,500 000	
	Great Britain	3,200 000	21,800 000	- - -	$ 2,666 666	4,000 000	31,666 666	
	France	3,200 000	16,800 000	- - -	$ 7,000 000	1,000 000	28,000 000	
	Portugal	3,200 000	14,300 000	- - -	2,500 000	1,000 000	21,000 000	
	Prussia, Hanse Towns, Hanover, Mecklenburg-Schwerin and Strelitz, and Oldenburg.	3,200 000	12,600 000	- - -	- - -	500 000	16,300 000	
Ministers Resident	Oriental Republic of Uruguay.	2,400 000	12,600 000	- - -	- - -	500 000	15,500 000	
	Paraguay	2,400 000	12,600 000	- - -	- - -	500 000	15,500 000	
	Bolivia	2,400 000	12,600 000	- - -	- - -	500 000	15,500 000	
	Austria	2,400 000	12,600 000	- - -	- - -	500 000	15,500 000	
	Russia	2,400 000	10,100 000	- - -	- - -	1,000 000	13,500 000	
Chargé d'Affaires	Chili	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	
	Venezuela, New Granada, and Equator.	2,000 000	12,000 000	- - -	- - -	500 000	14,500 000	
	Two Sicilies	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	
	Rome	2,000 000	8,000 000	- - -	1,000 000	1,925 000	12,925 000	
	Sardinia	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	
	Spain	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	
	Belgium	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	
	Holland	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	
	Bavaria, Wurtemburg, Baden, Grand Ducal Hesse, Electoral Hesse, and Switzerland.	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	
	Sweden and Denmark	2,000 000	8,000 000	- - -	- - -	500 000	10,500 000	

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STATEMENT of the Salaries received by the Brazilian Diplomatic Establishment—*continued*.

Categories.	Countries in which the Empire maintains Legations.	Salaries fixed by Law.	Sums for Expenses of Representation, determined by Decree of the Imperial Government.	Payments made by Decree of the Imperial Government.	Additional Payments granted by the Imperial Government.	Sums assigned to Expenses of Office.	TOTAL.	Observations.
Secretaries of Legation.	United States of America	1,200$ 000	- - -	2,800$ 000	1,000$ 000	- - -	5,000$ 000	
	Argentine Confederation	1,200 000	- - -	2,800 000	- - -	- - -	4,000 000	
	Peru	1,200 000	- - -	2,800 000	- - -	- - -	4,000 000	
	Oriental Republic of Uruguay.	1,200 000	- - -	2,800 000	- - -	- - -	4,000 000	
	Bolivia	1,200 000	- - -	2,800 000	- - -	- - -	4,000 000	
	Great Britain	1,200 000	- - -	3,800 000	1.000 000	- - -	6,000 000	
	France	1,200 000	- - -	3,800 000	- - -	- - -	5,000 000	
	Portugal	1.200 000	- - -	2,800 000	- - -	- - -	4,000 000	
	Prussia, &c. &c.	1,200 000	- - -	2,800 000	1,000 000	- - -	5,000 000	
	Austria	1,200 000	- - -	2,800 000	1,000 000	- - -	5,000 000	
	Russia	1,200 000	- - -	2,800 000	1,000 000	- - -	5,000 000	
Attachés of the First Class.	United States of America	800 000	- - -	2,200 000	- - -	- - -	3,000 000	There is one Attaché.
	Oriental Republic of Uruguay.	800 000	- - -	2,200 000	- - -	- - -	3,000 000	Ditto.
	Paraguay	800 000	- - -	2,700 000	- - -	- - -	3,500 000	There is one Attaché acting as Secretary.
	Venezuela, &c.	800 000	- - -	2,200 000	1,000 000	- - -	4,000 000	Ditto.
	Great Britain	800 000	- - -	2,200 000	- - -	- - -	3,000 000	There are four Attachés.
	France	800 000	- - -	2,200 000	- - -	- - -	3,000 000	There are two Attachés.
	Portugal	800 000	- - -	2,200 000	- - -	- - -	3,000 000	Ditto.
	Prussia, &c.	800 000	- - -	2,200 000	- - -	- - -	3,000 000	Ditto.
	Austria	800 000	- - -	2,200 000	- - -	- - -	3,000 000	There is one Attaché.
	Russia	800 000	- - -	2,200 000	- - -	- - -	3,000 000	Ditto.
	Two Sicilies	800 000	- - -	2,200 000	- - -	- - -	3,000 000	Ditto.
	Rome	800 000	- - -	2,200 000	- - -	- - -	3,000 000	Ditto.
	Bavaria	800 000	- - -	2,200 000	- - -	- - -	3,000 000	Ditto.

N.B.—These payments are made at the exchange of 27 *d.* per milreis.

Ministry of State for Foreign Affairs, Accountant's Department,
17 December 1860.

DENMARK.

— No. 6. —

Mr. *Paget* to Lord *J. Russell*.—(Received 2 January 1861.)

My Lord, Copenhagen, 28 December 1860.

ON the receipt of your Lordship's circular of the 25th October, Mr. Manley addressed a letter to M. Hall, requesting his Excellency to be good enough to furnish him, for the use of Her Majesty's Government, with information on the points mentioned in that Despatch relative to the diplomatic service of Denmark.

I trust I may receive the Danish minister's answer to this application in time to forward it by the present opportunity; but as your Lordship expresses a wish to receive the reports of Her Majesty's diplomatic agents abroad on the diplomatic service of the Crown before the end of the year, I will not defer any longer submitting to your Lordship such observations as occur to me upon this subject.

The part of the service to which I would beg leave first to refer is, the employment of unpaid attachés, a system which I think open to objection. I would guard myself, however, from being understood to reflect unfavourably on the gentlemen who now hold those appointments. On the contrary, I am bound to state that, as far as my own experience enables me to speak, I believe them to be generally zealous and diligent in the performance of the duties which devolve upon them. But the fact of the efficiency of a certain number of individuals in a service does not, I humbly venture to submit, constitute a proof of the soundness of the principle on which they are appointed; and I believe that the public service would in the end benefit by the system of unpaid agents being done away with. Setting aside the fact that according to that system a sort of property

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perty qualification is entailed upon persons entering the diplomatic profession, whereby many who are otherwise eminently fitted for it are excluded, it appears hardly reasonable or just to expect from those who are in the receipt of no remuneration the same amount of application and work as from salaried officers. If their work is worth having, it is surely worth paying for. It is, in my opinion, no answer to this to say that in some other professions, the law, for instance, men have to work for many years without emolument; because, in the case of the lawyer, his advancement depends, for the most part, on his own individual exertion, whereas that of the unpaid attaché is regulated by causes over which he has no control.

From the fact of the first appointments entailing no outlay upon the public, the tendency of the present system is, I should say, to overcrowd the junior branch of the profession. Too many attachés may be a cause of embarrassment to a minister where the work of the mission is not sufficient to give them employment; and the effect on the service is that promotion is retarded, which gives rise to discontent and discouragement. The ultimate advantages to be reaped in diplomacy do not, it appears to me, compensate for years of unrequited labour, or form a sufficient incentive to exertion during that period. If a comparison is made of the number of independent posts, and the number of subordinate officers, it is obvious that many of these can never attain to the highest grades of the profession. What is there in the intermediate steps to recompense them for the first years of gratuitous service? The salary of paid attachés, with few exceptions, is 250 *l.* a year. This rank is attained on an average in five years, and about seven or eight more may be reckoned on before a man can reasonably hope to receive his commission as secretary of legation, the salary attaching to which post is 500 *l.* a year. My opinion, therefore, is that it is both desirable and just that the system of unpaid agents should be abolished.

Another point to which I would beg leave respectfully to direct your Lordship's attention is, the period at which retiring allowances are granted. According to present regulations a period of 15 years from the date of the commission as secretary of legation must elapse before a pension can be claimed. Supposing, therefore, a man to have served five years as unpaid attaché, eight years as paid attaché, and to be obliged from physical incapacity to leave the service 14 years after the date of his commission, it is obvious he will have served the Crown for 27 years, and find himself at the end of that time without any more claim to a retiring allowance than the day on which he entered the profession as unpaid attaché. The remedy I would propose for this state of things is the following: The service now includes four embassies, namely, Paris, Vienna, St. Petersburgh, and Constantinople, and one large mission, Berlin, which each have two paid attachés. Let the first paid attaché at each of these missions have the rank of second secretary of legation, and receive his commission as such, the service for his pension commencing to count from that date.

The boon which such an arrangement would confer on the profession in respect to retirement is too obvious to need comment; and if it is made the rule to promote to the rank of secretary of legation those only who have held the post of second secretary, as above stated, I venture to think that other advantages must result from it.

It would create a new object of ambition for the junior members of the profession; it would enable them to become acquainted with the manner of conducting business at a large mission; and if the same rule were applied in respect of the promotion from the post of secretary to that of minister, namely, that the secretaryship at one of the courts above mentioned should be the necessary stepping-stone to a mission, the advantages which these gentlemen would derive from the opportunity thus afforded them of being able to study the more general and important affairs of Europe before they were called upon to take a direct and responsible part in them, could not, I think, fail to be beneficial to the public service. Such an arrangement would also, it appears to me, give great facilities to the Secretary of State for judging of the merits of candidates for promotion, and consequently assist him in the exercise of his patronage.

I now come to the last point on which I shall venture to trouble your Lordship, namely, the deduction of half the salary of the minister when on leave of absence from his post. I humbly submit that this regulation is unreasonable and unjust.

It has been asserted, on the highest authority, that it is very desirable for Her Majesty's ministers abroad to pay frequent visits to England, not only for the purpose of conferring personally with the Secretary of State on the affairs of the country to which they are accredited, but also to gain a more perfect knowledge of the political feelings of their own. This is an observation the truth of which is so obvious that no one is likely to dispute it, but one which, under the present system, it is quite impossible for ministers, without ample private means of their own, to act upon. There is no single expense that I am aware of, excepting extinguishing the kitchen fire, which ceases or diminishes during the minister's absence.

For the space of two or three months during which that absence lasts, it is obvious that he cannot dismiss his servants, sell his horses, or otherwise reduce his establishment. If he takes his leave, which happens in nine cases out of ten, when the capital is deserted, and there is no entertainment, the expenses of his travelling, living at hotels, &c., will probably equal, if they do not exceed, those of remaining at his post. It is, however, clear that the secretary of legation, who becomes chargé d'affaires in the minister's absence, is entitled to compensation for his additional labour and responsibility; and it is only just that such compensation should be made good to him out of the salary of the minister whose duties he undertakes. When, however, it is considered that the salaries of ministers were calculated at a time

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Appendix, No. 1.

when the expense of the necessaries of life in all the capitals of Europe were barely more than half what they are now, and that the number of persons in society was less in the same proportion, I trust I may not be thought unreasonable in making the suggestion (warranted, I venture to think, on justice) that, instead of the deduction of one-half which is made from the minister's salary during his absence from his post, only so much of it should be taken as would meet the allowance to the chargé d'affaires calculated at the same rate as that which he now receives.

I have, &c.
(signed) *A. Paget.*

— No. 7. —

Mr. *Paget* to Lord *J. Russell.*—(Received January 6.)

My Lord, Copenhagen, 2 January 1861.

WITH reference to my despatch of the 28th ultimo, I have now the honour to transmit to your Lordship copy of a note and its enclosures which I have received from M. Hall, relative to the organization of the diplomacy of Denmark.

I have, &c.
(signed) *A. Paget.*

Enclosure 1, in No. 7.

M. Hall to Mr. *Paget.*

Monsieur, Copenhague, le 31 Décembre 1860.

PAR une note du 30 Octobre dernier M. Manley a bien voulu, par ordre du Gouvernement de Sa Majesté Britannique, me demander quelques informations sur l'organisation du service diplomatique et du Ministère des Affaires Etrangères en Danemark.

Quoique les renseignements que je suis en mesure de vous donner à cet égard soient très peu satisfaisants, attendu que les rapports dont il s'agit n'ayant été jusqu'ici l'objet d'aucune loi ou règlement général, ne se fondent dans leurs ensemble que sur des usages plus ou moins consacrés par le temps, je ne manquerai pas, d'après le désir exprès de M. Manley d'en être muni avant son prochain départ, de vous faire parvenir ci-après quelques notices sur les questions posées.

En Danemark la position des membres du corps diplomatique n'a pas été déterminée jusqu'à ce jour par des dispositions générales touchant les conditions d'admission et la mode d'avancement. Ce n'est pas que le Gouvernement Danois ne reconnaisse l'utilité de vouer une attention particulière au recrutement du corps diplomatique, dont la bonne composition est d'une si haute importance pour les intérêts du pays, mais tout en se conformant jusqu'ici aux usages établis dans le cours du temps on a voulu éviter l'inconvénient d'introduire en cette matière des règles absolues et de circonscrire dans des limites trop restreintes le choix du gouvernement de ses représentants.

Les exigences de nos jours engagent plus que jamais le Gouvernement Danois à assurer aux affaires de l'état une gestion en rapport avec leur importance. Aussi entre-t-il dans les intentions du gouvernement de régler par un Décret Royal les conditions d'admission pour les jeunes gens qui désirent entrer au service du Ministère des Affaires Etrangères, soit aux bureaux de celui-ci, soit aux légations à l'étranger.

Les personnes qui aspirent à entrer dans la carrière diplomatique ont presque sans exception fait des études universitaires ici ou ailleurs, et le plus souvent passé leurs examens dans la faculté de droit et de sciences politiques; et avant d'être admis aux bureaux en qualité de surnuméraires ou à une légation comme attachés, ils doivent prouver leurs connaissances de plusieurs langues étrangères, notamment des langues Française et Allemande.

Comme il n'y a pas d'appointements fixes pour les attachés et les surnuméraires, il est nécessaire que l'aspirant en question soit dans l'état de pouvoir vivre par ses propres moyens jusqu'à ce qu'il puisse obtenir une place rétribuée.

Il n'y a pas non plus de règles strictes établies par rapport à l'avancement dans la carrière diplomatique. En générale le surnuméraire (attaché) après un temps de service plus ou moins long, quand une place devient vacante et le ministre trouve que son aptitude aux affaires est assez constatée, est nommé par Décret Royal soit expéditionnaire dans les bureaux du ministère, soit secrétaire à l'une des légations. Pour la promotion l'ancienneté est généralement observée, mais cette régle souffre bien souvent des exceptions conseillées par des considérations d'opportunité dans chaque cas spécial.

Les appointements des ministres se composent de leur traitement proprement dit, et de leurs "frais de table." Le traitement fixe se monte à 10,000 rix-dollars, tandisque la somme destinée à couvrir les frais de représentation varie suivant le lieu de la résidence de

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2,000 à 14,000 rix-dollars. Cette dernière partie de l'appointement accordé n'est payé aux ministres que tant qu'ils restent en fonctions; lorsqu'ils se trouvent en congé ils n'en jouissent pas.

Lorsque dans l'absence de son chef le secrétaire de légation remplit les fonctions de chargé d'affaires, il jouit d'un traitement supplémentaire de 300 rix-dollars (à Londres de 400 rix-dollars) par mois; par contre les secrétaires aux légations à Londres et à St. Pétersbourg, lorsqu'ils sont en congé, subissent une retenue de la moitié de leurs traitements ordinaires, tandisque le autres secrétaires de légation en pareil cas conservent généralement leur traitement entier. Le traitement des ministres résidents, aussi que des chargé d'affaires, chef de mission, est de 6,000 rix-dollars.

Afin de subvenir aux frais d'équipements et de voyage, lorsqu'ils se rendent à leurs postes, les chefs de mission de toutes les trois classes reçoivent ordinairement une indemnité lors de leur nomination. Le montant de cette indemnité varie, d'après le rang du diplomate, de 2,000 à 5,000 rix-dollars.

Partout où il y a des ministres il y a des secrétaires de légation, qui reçoivent des appointements fixes annuels de 1,500 jusqu'à 4,800 rix-dollars, et qui en outre ont station libre chez leurs chefs; mais ils ne peuvent pas, s'ils préfèrent renoncer à ce droit, en réclamer un équivalent.

Les attachés ne sont pas payés, et n'ont pas non plus le droit de station libre.

Pour ce qui est des frais extraordinaires, tels que frais de poste, frais de chancellerie, &c., un dédommagement en est alloué à la plupart des chefs de mission. Seulement les ministres à Stockholm et à St. Pétersbourg n'en reçoivent pas.

Il n'y a pas de système quant aux congés, qui s'accordent indifféremment; si les circonstances le permettent les chefs de mission ont à en adresser leur demande au ministère, et quant au personnel subalterne d'une légation, à recommander une telle demande de la part des personnes servant sous eux; ensuite la demande est soumise au Roi.

Le Ministère des Affaires Etrangères est composé de trois départements, dont deux pour les affaires politiques et un pour les affaires des consulats et du commerce extérieur. Chacune des deux premières sections est dirigée par un chef de département, et les affaires des deux départements politiques sont distribuées d'après les pays. Le personnel de chaque département se compose en outre d'un secrétaire de département (chef de bureau) et de deux expéditionnaires. Un archiviste (sous-chef) est préposé à l'administration des archives. Les surnuméraires et les copistes travaillent d'après les ordres de leurs chefs dans les différentes sections. Le département du commerce et des consulats se compose d'un secrétaire de département, d'un sous-chef, et d'un expéditionnaire.

Le traitement ordinaire des deux chefs de département est de 2,400 rix-dollars pour chacun; des trois secrétaires de département (chefs de bureau) respectivement de 1,400, 1,600, 1,800 rix-dollars; de l'archiviste de 1,000 rix-dollars; du sous-chefs au département des consulats, 800 rix-dollars; des cinq expéditionnaires de 500 à 800 rix-dollars. Tous jouissent en outre d'un supplément de traitement annuel provisoire, d'après une loi votée par le " Rigsraad " et concernant tous les employés dans et sous les ministères communs pour toute la monarchie. Par ce supplément, qui s'applique proportionnellement à toutes les classes de fonctionnaires, le traitement d'un chef de département, par exemple, est porté à 2,700 rix-dollars environ, tandisque le moindre des traitements susdits, savoir, celui de 500 rix-dollars, reçoit une addition de plus d'un cinquième. Les chefs de département sont chargés, sous les auspices immédiats du ministre, de la rédaction des pièces et des lettres concernant la politique extérieure; ils dirigent en général la correspondance avec les représentants des autres puissances accréditées ici et avec les agents diplomatiques du Roi à l'étranger, comme aussi les communications échangées avec les autorités du pays.

L'expédition des lettres, notes, &c., les légalisations et les visas de passeport, se font sous la direction du chef du bureau du premier département, auquel département réssortissent de même toutes les affaires concernant le personnel, le budget, et les archives du ministère. Les deux chefs de département, ainsi que le secrétaire au département des consulats, ont le droit de signer les expéditions " pour le ministre."

Pour ce qui regarde le droit à pension des employés du Ministère des Affaires Etrangères les questions y relatives sont réglées indistinctement, pour eux et pour ceux qui servent dans et sous les autres ministères communs, par la loi des pensions pour la monarchie, émanée sous la date du 24 Février 1858, et dont je me permets de ci-joindre deux exemplaires.

En vous faisant également parvenir ci-près deux exemplaires d'une liste des appointements accordés aux membres des missions du Roi à l'étranger, ainsi que de la nouvelle instruction consulaire qui fera ressortir entre autres les règles adoptées pour définir la position des agents consulaires vis-à-vis du chef de la mission diplomatique respective, je saisis, &c.

(signé) *C. Hall.*

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Enclosure 2 in No. 7.

STATEMENT of the Salaries, &c., received by the Diplomatic Agents of *Denmark*.

LES Légations du Roi à l'étranger sont composées de la manière suivante :—

		Rd.	*Rd.*
1. Etats Unis d'Amérique :			
Un Chargé d'Affaires et Consul Général - - -	Appointements - -		6,000
2. Belgique et Pays Bas :			
Un Ministre Résident - - - - - - -	Appointements - -		6,000
3. France :			
Un Envoyé Extraordinaire et Ministre Plénipotentiaire -	Appointements	10,000	
	Frais de table -	11,000	
			21,000
Un Secrétaire - - - - - - - - -	Appointements - -		2,400
4. Espagne et Portugal :			
Un Ministre Résident - - - - - - - -	Appointements - -		6,000
5. Grande Bretagne :			
Un Envoyé Extraordinaire et Ministre Plénipotentiaire	Appointements	10,000	
	Frais de table -	14,000	
			24,000
Un Secrétaire - - - - - - - - -	Appointements - -		4,800
6. Russie :			
Un Envoyé Extraordinaire et Ministre Plénipotentiaire -	Appointements	10,000	
	Frais de table -	14,000	
			24,000
Un Secrétaire - - - - - - - - -	Appointements - -		4,800
7. Suède et Norvège :			
Un Envoyé Extraordinaire et Ministre Plénipotentiaire -	Appointements	10,000	
	Frais de table -	2,000	
			12,000
Un Secrétaire - - - - - - - - -	Appointements - -		1,800
8. La Diète Germanique :			
Un Ministre Plénipotentiaire - - - - -	Appointements	10,000	
	Frais de table -	4,500	
			14,500
Un Secrétaire - - - - - - - - -	Appointements - -		1,800
9. Autriche :			
Un Envoyé Extraordinaire et Ministre Plénipotentiaire -	Appointements	10,000	
	Frais de table -	8,000	
			18,000
Un Secrétaire - - - - - - - - -	Appointements - -		2,200
10. Prusse :			
Un Envoyé Extraordinaire et Ministre Plénipotentiaire -	Appointements	10,000	
	Frais de table -	4,000	
			14,000
Un Secrétaire - - - - - - - - -	Appointements - -		1,800
11. Les Villes Libres et Anséatiques et les Cours du Nord de l'Allemagne :			
Un Envoyé en Mission Extraordinaire - - - -	Appointements - -		10,000
12. Turquie :			
Un Ministre Résident - - - - - - - -	Appointements - -		—
Un Secrétaire Interprète - - - - - - -	Appointements - -		1,600

N.B.—La mission à Constantinople est intérimairement confiée à M. le Baron de Hütsch, ancien ministre résident jouissant d'une pension de retraite.

[The value of a rix-dollar is about 2 *s.*]

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FRANCE.

— No. 8. —

Earl *Cowley* to Lord *J. Russell.*—(Received 19 December.)

My Lord, Paris, 18 December 1860.

I REGRET that I have not been able to furnish your Lordship earlier with the information respecting the French diplomatic service required by your Lordship's circular despatch of the 25th October.

The documents which I have now the honour to enclose will give your Lordship full particulars upon the whole subject.

I have only to add to the notes which accompany the official documents that the salaries and allowances granted to French diplomatic agents are paid in advance.

I have, &c.
(signed) *Cowley.*

Enclosure 1, in No. 8.

MEMORANDUM on the French Diplomatic Service.

POUR être admis au grade d'attaché libre, soit dans les bureaux de l'Administration Centrale, c'est-à-dire, à la direction politique du département ou au cabinet du ministre, soit dans une ambassade ou une légation, il est nécessaire de produire un diplôme de licencié en droit, ou, à défaut de ce diplôme, de passer un examen oral et écrit, dont le programme est indiqué dans la pièce No. 1.*

Le grade immédiatement supérieur à celui d'attaché libre est celui d'attaché payé à la direction politique ou de secrétaire de 3me classe.

Les attachés payés à la direction politique reçoivent comme premier traitement une somme annuelle qui varie de 1,500 francs à 2,000 francs, et peut s'élever à 4,000 francs.

Les secrétaires sont divisés en trois classes, ainsi qu'il résulte de la pièce No. 2.† Indépendamment de leur traitement personnel, ils reçoivent du chef de la mission, à défaut de la table et du logement, une indemnité représentative de ce double avantage (pièce No. 3).‡ Mais l'intention du ministre est de proposer à l'Empereur la suppression des dispositions de l'arrêté du 22 Août 1856, et de compenser pour les secrétaires la perte de l'indemnité de table et de logement par une augmentation équivalente de traitement. Leurs frais de voyage de Paris à leur poste officiel, et *vice versâ*, leur sont en outre payés d'après le tarif dont il sera fait mention plus loin.

Les agents de la carrière diplomatique en France ne se recrutent pas seulement parmi les jeunes attachés aux ambassades et aux légations. Les attachés à la direction politique et au Cabinet du Ministre des Affaires Etraugères qui ne sont pas rétribués, concourent avec ces derniers pour les emplois de secrétaire de 3me classe, et ceux-ci sont fréquemment appelés à faire partie de l'Administration Centrale en qualité d'attachés payés.

Il y a assimilation de grade entre les attachés payés à la direction politique ou au cabinet, et les secrétaires de 3me classe. Les uns et les autres sont aptes à être nommés secrétaires de 2me classe. et les rédacteurs concourent, avec les secrétaires de 2me classe, pour les places de secrétaire de 1ère classe.

Les chefs de missions diplomatiques, ambassadeurs, ou ministres plénipotentiaires, reçoivent un traitement fixe suivant l'importance du poste ou la cherté de la vie dans leur résidence.

La pièce No. 4§ également ci-annexée indique le chiffre des traitements attribués à chaque ambassade ou légation.

Tous les agents doivent, en principe, pourvoir à leur frais d'habitation au moyen du traitement qui leur est alloué.

Une exception a été admise cependant pour quelques grands postes diplomatiques où la difficulté de trouver des hôtels convenables plaçait dans de grands embarras nos agents au début de leur installation. Ainsi les Ambassadeurs de France à Constantinople, Londres, et Berlin sont logés dans un hôtel appartenant à l'état; l'Ambassadeur à Vienne le sera prochainement, et probablement aussi notre représentant à Madrid.

Les chefs de mission reçoivent de plus, à titre de frais de premier établissement, une somme égale au tiers de leur traitement annuel. Après huit ans d'exercice dans le même poste, ils peuvent obtenir comme nouveaux frais d'établissement le sixième de leur traitement,

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* Enclosure 2 in No. 8.
† Enclosure 3 in No. 8.
‡ Enclosure 4 in No. 8.
§ Enclosures 5 and 6 in No. 8.

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ment, mais cette faveur ne leur est accordée que par le Chef de l'Etat, sur la proposition du Ministre des Affaires Etrangères. Enfin, leurs dépenses de service leur sont remboursées (pièce No. 5*), ainsi que les frais de leurs voyages, dont le tarif est ci-joint sous le No. 6.†

En ce qui concerne les congés et les indemnités dues tant aux secrétaires par les chefs de mission pendans leur absence qu'aux chargés d'affaires accrédités, le Décret du 18 Août 1856 (pièce No. 7‡) y a pourvu.

Aucun réglement n'a établi comment se feraient les mutations du corps consulaire au corps diplomatique; quant ou passage de la carrière politique à la carrière consulaire, les conditions en ont été réglées par une Ordonnance Royale en date du 26 Avril 1845 (pièce No. 8 §). Toutefois il est utile de faire observer que depuis quelques années des Ministres Plénipotentiaires ont été choisis parmi les consuls-généraux.

Les attributions de chacun des membres des chancelleries diplomatiques ne sont soumises à aucune règle fixe. Le chef du poste a toute latitude à cet égard; il repartit le travail suivant ses convenances. Aucun réglement ne détermine non plus les rapports des agents inférieurs vis-à-vis de l'Ambassadeur ou du Ministre. Mais la nature de ces rapports ressort naturellement de la position hiérarchique de chacun des membres de la mission. Quant à la surveillance que le chef peut exercer sur ses subordonnés, il est évident qu'ayant la direction et la responsabilité des affaires de toute nature qui sont du ressort de l'ambassade ou de la légation, il doit avoir un droit de contrôle absolu qui s'étend jusqu'aux questions personnelles.

La préséance entre les agents diplomatiques et consulaires de tous grades n'a été l'objet d'aucune dispositions écrites. Elle varie suivant les usages locaux et les traditions du poste. Dans un seul cas, la question ayant été soumise au ministre, on a admis qu'un consul pouvait avoir rang entre le premier et le second secrétaire.

On croit devoir joindre à ces renseignements trois pièces sous les numéros 9, 10, et 11.‖ La première est un Arrêté du Directoire Exécutif, en date du 15 Octobre 1797, portant organisation financière des services extérieures du départment. La seconde est un Décret du 9 Novembre 1853, rendu en exécution de la loi du 9 Juin de la même année, sur les pensions civiles, et réglant en outre la question des congés et des retenues à exercer sur les traitements pour la retraite. Enfin, la troisième est une Ordonnance Royale sur les traitements d'inactivité.

Enclosure 2, in No. 8.

RÈGLEMENT concernant l'Examen des Candidats au Grade d'Attaché au Département des Affaires Etrangères.

L'EXAMEN se compose d'une épreuve écrite et d'une épreuve orale.

Nul ne peut être admis à l'épreuve orale avant d'avoir été déclaré admissible sur l'épreuve écrite.

L'épreuve écrite consiste:—

1. Dans un exercice de traduction constatant que le candidat possède l'une des deux langues Anglaise ou Allemande;

2. Dans une double dissertation sur une question de droit des gens, et sur un point de l'histoire diplomatique depuis le Congrès de Westphalie jusqu'au Congrès de Vienne inclusivement.

L'épreuve orale porte sur toutes les parties du programme.

Il est tenu compte aux candidats des connaissances qu'ils peuvent posséder, en dehors de l'Anglais ou de l'Allemand, dans une ou plusieurs des autres langues vivantes.

Programme de l'Examen sur les Langues Etrangères.

L'examen, pour chaque langue étrangère, consistera dans les deux épreuves suivantes:—

1. Faire par écrit une version et un thème en présence de la personne déléguée à cet effet;

2. Faire, en présence de la Commission d'Examen, la traduction orale d'une pièce écrite en langue étrangère, en lisant l'original à haute voix.

Les morceaux à traduire seront désignés en temps opportun par la Commission d'Examen.

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* Enclosure 7 in No. 8.
† Enclosure 8 in No. 8.
‡ Enclosures 9 and 10 in No. 8.
§ Enclosure 11 in No. 8.
‖ Enclosures 12, 13, and 14 in No. 8.

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Questions de Droit des Gens.

1. Définition sommaire de ce qu'on entend par droit des gens naturel, par droit des gens positif, par droit public d'une nation, par droit public de l'Europe, par droit maritime.

2. Droit maritime international; définition sommaire de la liberté des mers; principes généraux sur lesquels elle est fondée; ce qu'on entend par mer territoriale; Déclaration du Congrès de Paris sur le droit maritime en temps de guerre.

3. Objet des missions diplomatiques, permanentes ou temporaires. Composition du personnel de ces missions. Objet des Congrès; leur composition.

Questions d'Histoire Diplomatique.

Faire connaître les principales dispositions de Traités de Westphalié. Etudier les négociations rélatives à la succession d'Espagne, et less résultats du Traité d'Utrecht. Résumer les principaux Traités politiques conclus depuis la Paix d'Utrecht jusqu'à la Révolution Française. Exposer l'histoire des Traités entre la France et les Puissances depuis le Traité de Bâle jusqu'aux Traités de Lunéville et d'Amiens. Faire connaître l'histoire Diplomatique de l'Empire, et principalement les Traités de Presbourg, Tilsit, et Vienne. Résumer les négociations de Vienne en 1815, et faire connaître le système politique créé par les Actes du Congrès.

Ouvrages à consulter.

Histoire du Congrès de Westphalie, par le Père Bougeant;
Histoire Abrégée des Traités de Paix, par Schœll;
Histoire de la Diplomatie Française, par Flassan;
Histoire de la Révolution Française, du Consulat, et de l'Empire, par M. Thiers;
Histoire des Cabinets de l'Europe pendant le Consulate et l'Empire, par M. Armand Lefebvre;
Histoire du Congrès de Vienne, par Flassan;
Histoire de la Restauration, par M. L. de Vielcastel;
Précis du Droit des Gens Moderne de l'Europe, par Martens;
Guide Diplomatique, par Martens.

Enclosure 3, in No. 8.

Decree.

NAPOLEON, par la grace de Dieu et la volonté nationale Empereur des Français, à tous présents et à venir, salut.

Vu l'Ordonnance Royale du 1 Mars 1833, portant organisation du corps des Secrétaires et Attachés d'Ambassade et de Légation;

Sur le rapport de notre Ministre Secrétaire d'Etat au Département des Affaires Etrangères;

Avons décrété et décrétons ce qui suit:—

Article 1. La classification par poste diplomatique des secrétaries d'ambassade ou de légation et des attachés payés est supprimée.

Est également supprimé le titre d'attaché payé.

Art. 2. Les secrétaires seront à l'avenir divisés en trois classes. Leur nombre est fixé à 62, savoir: 14 secrétaires de 1e classe, 24 de 2e classe, 24 de 3e classe.

Art. 3. Suivant les besoins du service, les secrétaires pourront être attachés à des ambassades ou des légations indistinctement, quelle que soit la classe à laquelle ils appartiendront.

Art. 4. Nul ne pourra être nommé secrétaire de 3e classe, s'il n'a été, au moins trois ans, attaché à un poste diplomatique, ou s'il ne compte trois ans de surnumérariat dans les bureaux du ministère.

Nul ne pourra être nommé secrétaire de 2e classe, s'il n'a rempli au moins trois ans les fonctions de secrétaire de 3e classe, ou s'il n'a joui pendant trois ans d'un traitement dans l'administration centrale du département des affaires étrangères.

Nul ne pourra être nommé secrétaire de 1e classe, s'il n'a été, au moins, trois ans, secrétaire de 2e classe, ou s'il n'a été pendant trois ans rédacteur dans les bureaux du ministère.

Art. 5. Les secrétaires de 1e classe jouiront d'un traitement fixé de 10,000 francs = 400 *l.*

Les Secrétaires de 2e classe, d'un traitement fixe de 8,000 francs = 320 *l.*

Les Secrétaires de 3e classe recevront un traitement fixe de 3,000 francs. = 120 *l.*

Il sera, en outre, accordé à plusieurs d'entre eux, en raison de la cherté de la vie

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dans certaines, residences, des indemnités supplémentaires graduées de 1,000 à 4,000 francs.

Art. 6. Le nombre des attachés surnuméraires est fixé à 26.

Nul ne pourra être attaché surnuméraire plus de huit ans.

Les attachés surnuméraires seront nommés par un arrêté ministériel. Ils seront licenciés en droit, et devront justifier d'un revenu ou pension d'au moins 6,000 francs.

Art. 7. Toutes dispositions contraires à celles qui précèdent sont et demeurent abrogées.

Art. 8. Notre Ministre Secrétaire d'Etat au Département des Affaires Etrangères est chargé de l'exécution du présent décret.

Fait au Palais de St. Cloud, le 18 Août 1856.

(signé) *Napoléon.*

Par l'Empereur.

Le Ministre Secrétaire d'Etat au Département des Affaires Etrangères,

(signé) A. Walewski.

Enclosure 4, in No. 8.

Décision sur Indemnité de Table et de Logement des Secrétaires.

Le Ministre Secrétaire d'Etat au Département des Affaires Etrangères;

Vu l'arrêté ministériel du 10 Juillet 1852, concernant les indemnités de table et de logement dues aux secrétaires par les chefs de mission diplomatique;

Vu le décret impérial, en date du 18 de ce mois, portant réorganisation du personnel secondaire des ambassades et des légations;

Vu le décret impérial du 18 de ce mois relatif aux traitements des chefs de mission diplomatique absents de leur poste en vertu de congés ou pour affaires de service;

Arrête:

Article 1. Le chef de toute mission diplomatique, jouissant de son traitement intégral, doit recevoir à sa table les secrétaires attachés à sa mission, et leur donner le logement dans l'hôtel de la légation. Le logement consiste en une ou deux pièces selon les localités. Il ne comprend pas les frais accessoires d'habitation et de entretien, tels que linge, chauffage, et éclairage.

Art. 2. Dans le cas où, par dérogation aux dispositions de l'article précédent, les chefs de mission seraient autorisés par le ministre à ne point loger ni recevoir à leur table les secrétaires placés sous leurs ordres, ils auraient à leur tenir compte des indemnités ci-après indiquées:—

1. Aux secrétaires de la classe, 2,500 francs par an, savoir, 1,000 francs pour le logement, 1,500 francs pour la table = 100 *l.*

2. Aux secrétaires de 2e classe, 2,000 francs par an, savoir, 800 francs pour le logement, 1,200 francs pour la table = 160 *l.*

3. Aux secrétaires de 3e classe, 1,800 par an, savoir, 800 francs pour le logement, 1,000 francs pour la table = 104 *l.*

Les indemnités allouées par les ambassadeurs aux secrétaires d'ambassade à Londres, St. Pétersbourg, Vienne, Rome, et Madrid, seront exceptionnellement fixées ainsi qu'il suit:—

1. Londres et St. Petersbourg:

Secrétaires de 1e classe, 4,000 francs; logement, 1,600 francs; table 2,400 francs = 320 *l.*

Secrétaires de 2e classe, 3,000 francs; logement, 1,200 francs; table, 1,800 francs = 240 *l.*

Secrétaires de 3e classe, 2,400 francs; logement, 1,000 francs; table, 1,400 francs = 192 *l.*

2. Vienne, Rome, et Madrid:

Secrétaires de 1e classe, 3,000 francs; logement, 1,200 francs; table, 1,800 francs = 220 *l.*

Secrétaires de 2e classe, 2,500 francs; logement, 1,000 francs; table, 1,500 francs = 200 *l.*

Secrétaires de 3e classe, 2,500 francs; logement, 800 francs; table, 1,200 francs = 180 *l.*

Art. 3. Les Scerétaires mariées auront toujours droit à l'indemnité de table et de logement.

Art. 4. Le

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Art. 4. Le chef de mission diplomatique en congé, en voyage de service, ou en mission, et conservant dans ces diverses situations la totalité de son traitement, doit aux secrétaries la table et le logement ou l'indemnité représentative de ces avantages. Cette obligation est également imposée aux chefs de mission envers les secrétaires, lorsque ces derniers l'accompagnent pendant le cours d'un voyage de service, soit dans le pays où il réside, soit en dehors de ses limites.

Art. 5. Le chef de mission absent de son poste en vertu d'un congé ou pour affaires de service, et recevant, à ce titre, la moitié ou les trois-quarts de son traitement, doit le logement ou l'indemnité de logement à ses secrétaires; il n'est point affranchi de cette obligation envers le secrétaire devenu chargé d'affaires.

Art. 6. Le secrétaire devenu chargé d'affaires et jouissant à la fois de son traitement personnel et du quart du traitement du Ministre ou de l'Ambassadeur, est tenu envers les autres sécrétaires de la mission de leur payer l'indemnité de table, conformément aux dispositions de l'article 2 ci-dessus.

Art 7. En cas de vacance de l'emploi de chef de mission, et lorsque l'ambassadeur ou le ministre ayant cessé de toucher aucune partie de son traitement, le loyer de l'hôtel de la légation est payé par le département, le chargé d'affaires doit le logement aux autres secrétaires.

Cette obligation lui est également imposée dans le cas prévu par l'article 7 du décret impérial du 18 de ce mois, c'est-à-dire, lorsque le chef de la mission, ayant rompu son établissement, mais jouissant encore d'une partie de son traitement, indemnise le chargé d'affaires de ses frais de maison en lui abandonnant le huitième de son traitement intégral.

Art. 8. Dans les postes diplomatiques où il existe un hôtel appartenant à l'état, les secrétaires non mariés sont, invariablement et sans exception, logés à l'ambassade ou à la légation.

Art. 9. Les secrétaires en congé perdent tout droit à l'indemnité de table et de logement.

Art. 10. Toutes dispositions contraires au présent arrêté sont et demeurent abrogées.

Fait à Paris, le 22 Août 1856.

(signé) *A. Walewski.*

Enclosure 5, in No. 8.

Extract from the "Budget des Dépenses pour l'Exercice 1862."

Traitement des Agents Politiques.

Nature des Dépenses.	Crédits accordés pour l'Exercice 1861.	Nature des Dépenses.	Crédits accordés pour l'Exercice 1861.
Ambassadeurs et Ministres Plénipotentiaires.	*Francs.*	Ambassadeurs et Ministres Plénipotentiaires.	*Francs.*
Berlin	100,000	Florence et Parme	50,000
Berne	100,000	Francfort	60,000
Bruxelles	70,000	Hambourg	45,000
Constantinople	130,000	Hanovre	45,000
Londres	300,000	La Haye	65,000
Madrid	140,000	Lisbonne	50,000
Naples	80,000	Mexico	70,000
Rome	120,000	Munich	55,000
St. Pétersbourg	300,000	Parana	60,000
Turin	80,000	Rio de Janeiro	80,000
Vienne	200,000	Shang-Haï	*
Athènes	55,000	Stockholm	50,000
Bogotá	40,000	Stuttgart	50,000
Canton	55,000	Washington	80,000
Carlsruhe	45,000	Weimar	30,000
Cassel	30,000	1 Auditeur de Rote à Rome	20,000
Copenhague	50,000		
Darmstadt	30,000		2,785,000
Dresde	50,000		

* Shang-Haï figure parmi les Consulats au Budget de 1861.

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Enclosure 6, in No. 8.

TABLEAU des Traitements et Indemnités des Secrétaires de 1ère, 2e, et 3e Classes, par Résidences.

Noms des Postes.	Grades des Secrétaires.	Traitements.	Indemnités Supplémentaires de Traitement.	Indemnités dues par les Chefs de Mission pour Table et Logement.	Totaux.
		Francs.	*Francs.*	*Francs.*	*Francs.*
Berlin	1ère Classe	10,000	—	2,500	12,500
	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,800
Berne	1ère „	10,000	—	2,500	12,500
	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,800
Bruxelles	1ère „	10,000	—	2,500	12,500
	3e „	3,000	—	1,800	4,800
Constantinople	1ère „	10,000	—	2,500	12,500
	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,800
Londres	1ère „	10,000	4,000	4,000	18,000
	2e „	8,000	—	3,000	11,000
	3e „	3,000	1,000	2,400	6,400
Madrid	1ère „	10,000	—	3,000	13,000
	2e „	8,000	—	2,500	10,500
	3e „	3,000	—	2,000	5,000
Rome	1ère „	10,000	—	3,000	13,000
	2e „	8,000	—	2,500	10,500
	3e „	3,000	—	2,000	5,000
St. Pétersbourg	1ère „	10,000	4,000	4,000	18,000
	2e „	8,000	—	3,000	11,000
	3e „	3,000	1,000	2,400	6,400
Turin	1ère „	10,000	—	2,500	12,500
	3e „	3,000	—	1,800	4,800
Vienne	1ère „	10,000	—	3,000	13,000
	2e „	8,000	—	2,500	10,500
	3e „	3,000	—	2,000	5,000
Athènes	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,800
Bogota	3e „	3,000	—	1,800	4,800
Chine	2e „	8,000	—	2,000	10,000
	3e „	3,000	1,000	1,800	5,800
Carlsruhe	2e „	8,000	—	2,000	10,000
Copenhague	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,800
Darmstadt	3e „	3,000	—	1,800	4,800
Dresde	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,000
Francfort	1ère „	10,000	—	2,500	12,500
	3e „	3,000	—	1,800	4,800
Hanovre	2e „	8,000	—	2,000	10,000
La Haye	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,800
Lisbonne	1ère „	10,000	—	2,500	12,000
Mexico	3e „	3,000	1,000	1,800	5,800
Munich	2e „	8,000	—	2,000	10,000
	3e „	3,000	—	1,800	4,800
Parana	2e „	8,000	2,000	2,000	12,000
Rio de Janeiro	2e „	8,000	2,000	2,000	12,000
	3e „	3,000	—	1,800	4,800
Stockholm	2e „	8,000	—	2,000	10,000
Stuttgardt	2e „	8,000	—	2,000	10,000
Washington	2e „	8,000	2,000	2,000	12,000
	3e „	3,000	1,000	1,800	5,800
Weimar	3e „	3,000	—	1,800	4,800

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Enclosure 7, in No. 8.

Règlement Général concernant les Frais de Service des Agences Politiques et Consulaires. 20 Septembre 1838.

[NOTA.—Ce règlement est divisé en trois parties :—

La première rappelle les principes posés par les ordonnances antérieures, et mentionne les dispositions complémentaires qu'il paru convenable d'adopter.

La seconde indique les justifications à produire à l'appui des états de dépenses.

La troisième fait connaître les formes spéciales de la comptabilité des frais de service.]

TITRE I.—*Dispositions Réglementaires.*

Articles des Depenses.	*Dispositions Reglementaires.*
1. Frais de correspondence.	Les frais de ports de lettres et paquets, et les étrennes aux facteurs, sont remboursés aux agents comme frais de service. (Article 1 modifié du Règlement du 28 Mars 1832.)
2. Courriers, messagers, guides, et escortes.	Ces frais sont payés par le ministère, mais le remboursement des avances n'a lieu que sur la justification de l'utilité de la dépense. (Article 2 du Règlement de 1832.)
3. Journaux et documents étrangers.	Ces journaux et documents, lorsqu'ils sont à l'usage des agents, sont payés comme frais de service : les journaux Français ne sont pas compris dans cette allocation. (Article 3, idem.)
2. Frais de bureau.	Ces frais sont à la charge des agents de même que les gages des garçons de bureau, à moins qu'ils n'aient été autorisés par une décision formelle, auquel cas ils seraient imputés sur les produits de chancellerie. (Article 4, idem, et Circulaire du 31 Mai 1838.)
5. Frais de culte.	Dans les pays non-Catholiques, les dépenses que le ministère a jugées nécessaires au culte sont payées comme frais de service, mais toujours sur pièces justificatives. Dans les résidences Catholiques, les loyers des bancs d'église, aumônes, &c., seront payées par les agents. (Article 5 du Règlement de 1832.)
6. Loyers et réparations.	Les loyers des maisons d'habitation des agents sont à leur charge. Ils doivent subvenir à l'achat et à l'entretien de leur mobilier. Les grosses réparations de clôture et de toiture des maisons appartenant à l'état ne pourront être exécutées, hors le cas d'urgence, sans l'approbation préalable du devis des dépenses par le ministre. L'exécution en sera surveillée par un délégué spécial, qui dressera et certifiera l'état des travaux exécutés et du montant de la dépense. Cet état, vérifié et visé par l'agent, sera mis à l'appui du compte des frais de service dans lequel la dépense aura été comprise. (Article 6, idem.)
7. Gages des concierges et autres gens de service.	Les gages de concierge des habitations appartenant au Gouvernement, ainsi que le salaire des gardiens du mobilier sont à la charge du ministère. Les gages de tout les autres domestiques sont payés par les agents. (Article 6, idem.)

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8. Fêtes et cérémonies.	Les bals, illuminations, dîners, rafraîchissements, &c., à l'occasion des fêtes et cérémonies ordinaires, sont à la charge des agents. Les dépenses pour fêtes et cérémonies extraordinaires sont à la charge du ministère lorsqu'elles ont été préalablement ordonnées par lui. Le remboursement a lieu sur un état spécial appuyé de pièces justificatives, à moins qu'une somme fixe n'ait été allouée à l'agent sous forme d'abonnement à forfait. (Article 7, idem, et Circulaire du 31 Mai 1838.)
9. Etrennes et donatives.	Les présents qu'un agent envoyé en Levant devra faire, selon l'usage du pays, en arrivant dans sa résidence, lui seront remis par le ministère. Dans toutes les circonstances où il pourrait y avoir lieu d'agir autrement, la somme affectée aux présents sera fixée d'avance et, sous aucun prétexte, elle ne sera dépassée. Les donatives ordinaires faites à des époques fixes, et les donatives accidentelles faites dans l'intérêt du service et suffisamment justifiées, seront à la charge du ministère.
10. Solde, habillement, éclairage et chauffage des janissaires; entretien du pavillon et loyers des logements des janissaires et des prisons.	Les frais ordinaires de cette nature sont à la charge du ministère, ainsi que l'entretien du pavillon et les loyers des logements des janissaires et des prisons.
11. Frais de rapatriement de Français par voie de terre ou de mer.	Cette dépense n'étant, dans aucun cas, à la charge du budget des affaires étrangères, ne doit plus figurer parmi les frais de service des agents. Ils en dresseront un bordereau particulier qu'ils transmettront tous les trois mois au ministère pour que le remboursement soit demandé au ministère compétent.
12. Secours et aumônes.	Aucune pension ne peut être accordée sur les frais de service. Aucun secours annuel ne doit être donné sans une autorisation préalable du ministre. En principe général, ces secours ne sont dus qu'aux Français indigents qui désirent rentrer dans leur patrie, ou qui se trouvent dans l'impossibilité absolue d'y revenir. La dépense devra toujours être appuyée d'un état spécial indiquant les noms des personnes secourues, leur profession, le lieu de leur naissance et les motifs de leur expatriation. (Article 11 du Règlement de 1832.)
13. Traitments et allocations personnelles de toute nature imputés sur les frais de service.	Aucun traitement, de quelque nature qu'il soit, ne sera alloué sur les frais de service sans une autorisation préalable du ministère.
14. Bonification de 2 pour cent. sur toutes les avances faites pour le service.	Les agents ne pouvant recevoir le remboursement des avances faites pour le service qu'au moyen d'une opération de banque, qui entraine un droit de commission, il leur est alloué pour cet objet une bonification de 2 pour cent. sur toutes les sommes portées dans leurs états de frais de service. (Article 14 du Règlement de 1832.)

TITRE II.—*Justifications des Dépenses.*

Articles de Dépenses.	*Justifications de Dépenses.*
1. Frais de correspondence.	Bordereau quittancé des directeurs des postes. Dans les résidences qui n'ont point de bureau de poste, ou dont les usages ne se prêtent point à cette formalité, un compte des lettres reçues et affranchies certifié par l'agent. (Article 1 du Règlement de 1832; Circulaire du 20 Janvier 1837.)

2. Courriers

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2. Courriers et messagers.	Quittances des parties prenantes, et, à défaut, déclaration de l'agent. (Article 2 idem, et Circulaire idem).
3. Journaux étrangers.	Quittances des bureaux d'abonnement, ou quittance du libraire, ou déclaration de l'agent. (Circulaire de 1837.)
4. Documents statistiques et commerciaux.	Quittances des parties prenantes ou déclaration de l'agent. (Idem.)
5. Frais de culte.	Quittance des parties prenantes ou déclaration de l'agent. (Idem.)
6. Loyer du logement des chargés d'affaires par intérim.	Quittance du propriétaire, légalisée par l'agent. (Idem.)
7. Entretien et réparation du palais de France à Constantinople.	Mémoires des travaux exécutés, dressés par l'architecte et certifiés par l'Ambassadeur. (Idem.)
8. Gages des concierges et autres gens de service.	Quittances des parties prenantes ou déclaration de l'agent. (Idem.)
9. Fêtes et cérémonies extraordinaires ordonnées par le ministère.	Etat spécial appuyé de pièces justificatives analogues à chaque espèce de dépense, lorsque la totalité des frais n'a pas été autorisée à forfait par le ministère. (Circulaire de 1837.)
10. Etrennes et donatives.	Etat certifié par l'agent ou déclaration. (Idem.)
11. Solde, habillement, éclairage et chauffage des janissaires.	Attestation du drogman pour chaque espèce de dépense, certifiée par l'agent titulaire du poste. (Idem.)
12. Loyer du logement des janissaires, des prisons, et des magasins.	Quittances des propriétaires ou déclaration de l'agent. (Idem.)
13. Entretien du pavillon.	Factures des fournisseurs, mémoires des ouvriers.
14. Secours et aumônes à des Français de passage.	Etat indicatif des nom, qualité ou profession, lieu de naissance et destination des personnes secourues. (Article 11 du Règlement de 1832, et Circulaire de 1837.)
15. Secours et aumônes à des Français sédentaires.	Etat nominatif indiquant les causes qui empêchent ces individus de se rapatrier. (Circulaire de 1837.)
16. Frais de rapatriement de Français par voie de terre ou de mer.	Bordereau particulier établi par trimestre, lequel devra être accompagné— Pour la voie de terre, des quittances des Français rapatriés; Et pour la voie de mer, de la quittance du capitaine qui aura opéré le rapatriement. Un état général dressé par les soins de l'administration sera transmis, chaque trimestre, au ministère compétent, avec les bordereaux particuliers et pièces justificatives à l'appui. (Circulaires du 20 Janvier 1837, et du 31 Mai 1838.)
17. Traitements et allocations personnelles de toute nature imputés sur les frais de service.	Quittances des parties prenantes ou déclarations des motifs qui ne permettent pas de les produire. (Circulaire du 20 Janvier 1837.)

Dispositions communes à toutes les Dépenses de Frais de Service.

Tout article de dépense doit toujours être appuyé de sa justification, c'est-à-dire, du mémoire acquitté, ou du récépissé du créancier, ou d'une déclaration signée de l'agent, expliquant les motifs qui s'opposent à cette justification.

Les dépenses accidentelles de frais de service et celles toutes spéciales qui n'appartiennent qu'à tel ou tel poste doivent être justifiées par analogie avec les dépenses ordinaires.

Toute pièce en langue étrangère doit toujours être accompagnée de sa traduction certifiée. (Article 15 du Règlement de 1832, et Circulaire de 1837.)

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Appendix, No. 1.

Titre III.—Formes de Comptabilité.

Formes de la Comptabilité des Frais de Service.

1. L'état trimestriel des frais de service doit être dressé sur deux colonnes, qui portent toujours en tête le cours du change d'après lequel la monnaie étrangère a été convertie en francs. (Article 13 du Règlement de 1832, et Circulaire de 1837).

2. Cet état sera établi conformément au modèle (A.) ci-annexé, et divisé en dépenses personnelles et en dépenses matérielles.

Les dépenses personnelles embrassent la rémunération de tous les services rendus; elles se composent—

De traitements, allocations fixes ou temporaires, gages, salaries, étrennes, donatives d'usage ou éventuelles, secours aux Français, aumônes, loyers, voyages, courses, frais de bateaux et autres dépenses de même nature.

Les dépenses matérielles se composent des réparations et de l'entretien des maisons et mobiliers appartenant à l'Etat, de frais de correspondance, d'entretien de pavillon et d'armes de France; d'abonnements aux journaux étrangers, achat de documents pour le service du ministère, frais de copies, traductions, &c.

3. Les crédits ouverts par la loi annuelle de finances pour les dépenses de chaque exercice ne peuvent être employés aux dépenses d'un autre exercice. (Ordonnance du 14 Septembre 1822.)

4. Sont seuls considérés comme appartenant à un exercice les services faits et les droits acquis à l'Etat et à ses créanciers pendant l'année qui donne sa denomination au dit exercice. (Idem.)

Ainsi des dépenses appartenant à des années ou exercices différents ne peuvent, dans aucun cas, être confondues dans un même état de frais de service. (Circulaire de 1838.)

5. Lorsqu'une dépense faite pendant l'année qui donne sa dénomination à l'exercice est payée dans le courant de l'année suivante, elle ne change pas pour cela d'origine: elle doit figurer dans un état séparé, dont le montant, après liquidation, sera ordonnancé sur le crédit de l'exercice auquel appartient réellement la dépense.

6. Les avances pour courses, voyages, et pour le service secret, ne doivent pas être comprises dans les frais de service ordinaires. Il en sera transmis au ministère des états à part, accompagnés des quittances et pièces à l'appui; ces états seront en double expédition, et la lettre d'envoi contiendra en outre tous les éclaircissements nécessaires à la justification de la dépense.

7. L'administration étant tenue de produire au trésor les états de frais de service, ainsi que les pièces de dépenses au moment même de l'émission des ordonnances de remboursement, les agents devront transmettre ces états de frais de service en double expédition, dont l'une restera déposée à la direction des fonds et comptabilité du ministère.

Cette obligation n'est applicable qu'aux états de frais et ne s'étend point aux pièces justificatives des dépenses.

(A.)—Modèle de l'Etat de Frais de Service à transmettre (en double expédition) tous les trois Mois au Ministère.

Ambassade ou Légation, ou Consulat Général,
ou Consulat de France à . . . . . .

Etat des Frais de Service pendant le *trimestre* 18 .

Primata ou duplicata.

	En Monnaie du Pays au charge de	Montant de chaque article en francs.	Désignation des Pièces Justificatives des Dépenses.
Depenses Personnelles.			
Depenses Matérielles.			
Totaux' - - -			

Certifié le présent état à la somme de (en monnaie du pays), qui, au change de
représente celle de f. c. montant
des frais de service (de l'Ambassade ou de la Légation, ou du Consulat Général, ou du Consulat de France) à .

Le 18 .

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Enclosure 8, in No. 8.

NOUVEAU TARIF des Frais de Voyages et de Courses alloués aux Agents du Département des Affaires Etrangères, pour les parcours en Poste ou en Chemins de Fer.

1.—FRAIS DE VOYAGES.

GRADES DES AGENTS.	1re Catégorie. Voyages d'Agents se rendant pour la première fois à leur Résidence Officielle, ou la Quittant Définitivement. Allocations par Myriamètre, pour Parcours.		2e Catégorie. Voyages de Service (c'est-à-dire, Voyages d'Agents se déplaçant temporairement de leur Poste pour Affaires de Service). Allocations par Myriamètre, pour Parcours.	
	En Poste.	En Chemin de Fer.	En Poste.	En Chemin de Fer.
	Fr. c.	*Fr. c.*	*Fr. c.*	*Fr. c.*
Ambassadeurs	30 —	24 —	20 —	14 —
Envoyés Extraordinaires et Ministres Plenipotentiaires	22 —	18 —	16 —	10 —
Secrétaires de 1re, 2e, et 3e Classe	10 —	8 —	9 —	4 50
Consuls-Généraux	16 —	12 80	12 —	7 —
Consuls de 1re Classe	12 50	10 —	10 —	5 50
Consuls de 2e Classe	12 —	9 50	9 50	5 —
1er Drogman, Secrétaire Interprète, et 2es Drogmans de l'Ambassade ou de la Légation à Constantinople	10 —	8 —	9 —	4 50
1ers Drogmans de Consulats-Généraux et de Missions Diplomatiques, Chanceliers de Missions Diplomatiques revêtus du titre de "Consul Honoraire"				
Elèves Consuls	9 —	6 40	9 —	4 50
Agents Consulaires				
Drogmans et Chanceliers autres que ceux désignés ci-dessus				

2.—FRAIS DE COURSES.

GRADES DES AGENTS.	Courses Effectuées à Cheval ou en Voiture de Poste. Allocations par Myriamètre.		Courses Effectuées en Malle-Poste ou en Diligence. Allocations par Myriamètre.	
	En Poste.	En Chemin de Fer.	En Poste.	En Chemin de Fer.
	Fr. c.	*Fr. c.*	*Fr. c.*	*Fr. c.*
Courriers de Cabinet, Agents, et Attachés expédiés en Courriers	12 50	4 50*	8 —	4 50

* Plus le remboursement des frais de transport de la voiture d'après le tarif du chemin de fer.

Arrêté à Biarritz, le 30 Septembre 1859.

Le Ministre des Affaires Etrangères,

(signé) *A. Walewski.*

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Appendix, No. 1.

Enclosure 9, in No. 8.

CIRCULAR.

Monsieur, Paris, le 28 Février 1856.

UN certain nombre d'agents diplomatiques ou consulaires, venus en France en vertu de congés autorisés, se sont crus fondés à réclaimer le remboursement de leurs frais de voyages, et particulièrement lorsque, pendant le cours de leurs congés, ils ont obtenu un changement de résidence.

Les nombreuses demandes de cette nature qui, dans ces derniers temps, ont été adressées à mon département m'engagent à rappeler à tous les agents à l'étranger les règles auxquelles est soumise cette partie de la comptabilité du Ministère des Affaires Etrangères.

L'article 7 de l'Arrêté du 28 Vendémiaire, an VI., qui a constamment fait loi, dispose expressément que les agents politiques et consulaires n'ont point droit à des frais de route lorsqu'ils reviennent de leur poste par congé ou qu'ils voyagent pour leurs affaires personnelles. Une décision ministérielle en date du 1 Avril 1832, prévoit le cas où des agents absents de leur poste en vertu de congés sont appelés à une autre résidence; aux termes de cet arrête, les agents qui se trouvent dans cette situation n'ont droit qu'aux frais de leur voyage de Paris à leur nouveau poste; ceux de leur retour en France restent à leur charge personnelle. Enfin, une Ordonnance Royal du 1 Mars 1831, rappelée à différentes époques par la Cour des Comptes et par les Chambres Législatives, refuse même le passage gratuit à bord de nos bâtiments de guerre à tous fonctionnaires publics dont le voyage est motivé par des intérêts étrangers au service de l'état.

Telles sont, monsieur, les règles applicables aux agents diplomatiques ou consulaires qui voyagent en congé; je vous prie de vouloir bien les rappeler aux agents de tout grade placés sous vos ordres.

Il est vrai que, dans quelques circonstances, le département a cru devoir faire fléchir la rigueur du principe; mais ces exceptions, toujours exclusivement réservées à mes appréciations, ne sauraient justifier les demandes qui se sont produites depuis quelque temps, ni détruire une règle dont la situation financière actuelle commande plus que jamais la rigoureuse exécution.

Je vous prie, monsieur, de m'accuser réception de la présente lettre, sous le timbre de la direction de la comptabilité.

Recevez, &c.
(signed) *A. Walewski.*

Enclosure 10, in No. 8.

DECREE.

NAPOLEON, par la grâce de Dieu et la volonté nationale Empereur des Français, à tous présents et à venir, salut.

Vu l'article 9 de l'arrêté du Director Exécutif en date du 24 Vendémiaire, an 6, qui n'accorde aux chefs de mission diplomatique, absents de leur poste en vertu de congé, que la moitie de leur traitement, quelque courte que soit la durée de ce congé;

Vu l'article 11 du dit arrêté qui détermine l'emploi de l'autre moitié du traitement des Ambassadeurs ou Ministres Plénipotentiaires absent par congé;

Vu les Ordonnances Royales des 7 Juillet 1834 et 27 Juillet 1845;

Vu l'article 16 du décret du 9 Novembre 1853, rendu en exécution de la loi du 9 Juin précédent, aux termes duquel les fonctionnaires et employés civils peuvent obtenir chaque année un congé ou une autorisation d'absence de quinze jours, sans subir de retenue sur leur traitement;

Considérant que les dispositions consacrées par les articles 9 et 11 précités de l'arrêté du 24 Vendémiaire, an VI., ne sont plus en rapport avec les charges de représentation imposées aux chefs des principales missions diplomatiques;

Considérant, d'ailleurs, qu'il importe de régler, en ce qui concerne les chefs de poste diplomatique, certaines situations qui ont été prévues par aucune des dispositions réglementaires existantes;

Considérant, en outre, qu'il convient de déterminer d'une manière précise les charges et obligations des Ambassadeurs ou Ministres Plénipotentiaires absents par congé ou pour affaires de service, envers les agents secondaires chargés de les remplacer;

Qu'enfin, il est nécessaire de statuer sur quelques dispositions générales, applicables aux agents consulaires comme aux agents diplomatiques, lesquelles sont depuis longtemps consacrées par l'usage, mais qui n'ont été jusqu'à ce jour l'objet d'aucun réglement.

Sur le rapport de notre Ministre Secrétaire d'Etat au Département des Affaires Etrangères.

Avons décrété et décrétons ce qui suit:

TITRE I.—*Chefs de Poste Politique en Congé.*

Article 1. Les chefs de mission diplomatique peuvent obtenir, chaque année, un congé ou une autorisation d'absence de quinze jours avec jouissance de leur traitement intégral.

Art. 2. Cette période de quinze jours, sans aucune retenue de traitement, comprendra la durée du voyage d'aller et retour.

Art. 3. Toutes les fois que les chefs de poste politique, après avoir demandé et obtenu un

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un congé de quinze jours, prolongeront leur absence au délà de ce terme, ils perdront tout droit au bénéfice de l'Article 1 du présent décret. Dans ce cas leur traitement sera réglé conformément aux Articles 9 et 11 de l'Arrêté du 24 Vendémiaire, an VI., et les chargés d'affaires qui les auront remplacés recevront le quart du traitement des titulaires, à dater du jour du départ de ces derniers.

Art. 4. Dans la situation déterminée par l'Article 1 ci-dessus, le titulaire d'un poste diplomatique n'est tenu de laisser à la disposition du chargé d'affaires qu'un cabinet de travail et le local affecté au service de la chancellerie.

Art. 5. Le chargé d'affaires, dans cette même situation, n'est admis à réclamer aucune indemnité, soit du titulaire du poste, soit du département, à raison de ses fonctions intérimaires.

Art. 6. Le chef de poste politique, autorisé à s'absenter de sa résidence pour un temps excédant quinze jours, mais ne dépassant pas deux mois, n'aura à remplir envers le chargé d'affaires que les obligations déterminées à l'Article 4 ci-dessus; dans ce cas, le chargé d'affaires ne sera tenu à aucune représentation quelconque. Si le congé doit excéder deux mois, le chef de mission aura à fournir au chargé d'affaires les moyens de satisfaire aux exigences de sa position officielle. Il mettra, à cet effet, à la disposition de ce dernier celles des localités de son habitation qui sont indispensables pour constituer, selon les convenances et les usages du pays, un état de maison suffisant, telles que salon, salle à manger, office, cuisine. Toutes ces pièces devront être garnies de leur mobilier meublant et de tous les accessoires nécessaries pour le service de table. Le service des domestiques sera à la charge du chargé d'affaires.

Art. 7. Lorsque pour une cause quelconque le titulaire du poste diplomatique, ayant rompu son établissement, ne sera pas en mesure de remplir les obligations que lui impose l'article précédent, il indemnisera le chargé d'affaires en lui abandonnant le huitième du traitement intégral du poste.

TITRE II.—*Agents Politiques Chefs de Poste, appelés à Paris ou en Voyage de Service.*

Art. 8. Le chef d'une mission diplomatique, appelé à Paris par un ordre écrit du ministre et pour affaires de service, conservera son traitement intégral si son absence n'excède pas quinze jours; si son absence se prolonge au délà de quinze jours, il n'aura droit, à dater du seizième jour et jusqu'au terme de son voyage, qu'aux trois-quarts de son traitement.

Il recevra, en outre, dans les deux cas, ses frais de voyage d'aller et retour, suivant les fixations établies par le réglement pour les voyages de service.

Le quart disponible du traitement du chef de poste sera attribué au chargé d'affaires.

Art. 9. Le chef d'une mission diplomatique, autorisé à quitter le lieu de sa résidence officielle pour accompagner le souverain auprès duquel il est accrédité, soit à l'intérieur du pays même, soit hors des limites de son territoire, conservera son traitement intégral pendant toute la durée du voyage.

Dans ce cas, le secrétaire chargé des affaires de l'ambassade ou de le légation n'aura droit à aucune indemnité et ne prendra pas le titre de chargé d'affaires.

Les frais de voyage du chef de poste seront réglés comme dans le cas prévu au précédent article, d'après les fixations établies pour les voyages de service.

TITRE III.—*Dispositions Générales additionnelles.*

Art. 10. La durée de tout voyage de service, lors même que pendant ce voyage l'agent diplomatique ou consulaire n'aurait pu recevoir aucun traitement, sera comptée comme temps de service, pourvu que le trajet ait été effectué par les voies les plus directes et sans interruption volontaire de la part de l'agent.

Art. 11. La durée de tout voyage de service sera également comptée comme temps de grade dans le nouvel emploi, lorsque l'agent aura réellement exercé ce nouvel emploi à l'issue de son voyage.

Art. 12. L'agent titulaire d'une résidence consulaire, appelé momentanément à faire l'interim d'un autre poste, recevra le moitié de chacun des traitements affectés à ces deux postes.

Art. 13. L'élève consul en congé perd la jouissance de son indemnité de table et de logement, à dater du jour où il quitte le poste auquel il était attaché.

Art. 14. L'élève consul qui devient gérant du consulat et qui touche, en cette qualité, la moitié du traitement du titulaire du poste, cesse de recevoir son indemnité de table et de logement pendant la durée de son interim.

Art. 15. Toutes dispositions des arrêtés, ordonnances ou réglements contraires aux présentes sont et demeurent abrogées.

Art. 16. Notre Ministre Secrétaire d'Etat au Département des Affaires Etrangères est chargé de l'exécution du présent décret.

Fait au Palais de St. Cloud, le 18 Août 1856.

(signé) *Napoléon.*

Par l'Empereur.
Le Ministre Secrétaire d'Etat au Département
des Affaires Etrangères,
(signé) *A. Walewski.*

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Appendix, No. 1.

Enclosure 11, in No. 8.

EXTRACT from the Royal Ordonnance of 26 April 1845.

LOUIS PHILIPPE, Roi des Français, à tous, présents et à venir, Salut.

Sur le Rapport de notre Ministre Secrétaire d'Etat au Département des Affaires Etrangères;

Vu notre ordonnance du 20 Août 1833;

Le Comité de Législation de notre Conseil d'Etat entendu;

Nous avons ordonné et ordonnons ce qui suit:—

* * * * *

Article 4. Sont admis à concourir aux postes consulaires, dans la proportion ci-après déterminée, savoir:

Aux Consulats-Généraux—

* * * * *

2. Les premiers secrétaires de nos ambassades et de nos légations, les uns et les autres après cinq ans de services, dont trois au moins dans leur grade respectif.

Aux Consulats de première classe—

* * * * *

2. Les secrétaires de nos légations et les seconds secrétaires de nos ambassades, les uns et les autres, après cinq ans de services, dont trois au moins dans leur grade respectif.

Aux Consulats de seconde class—

* * * * *

2. Les attachés payés de nos ambassades et de nos légations, après cinq ans de services rétribués en cette qualité.

Enclosure 12, in No. 8.

EXTRAIT du Registre des Arrêtés du Directoire Exécutif, du 24 Vendémiaire, an VI.

LE Directoire Exécutif, après avoir entendu le Ministre des Relations Extérieures, arrête ce qui suit:—

Article 1. Le traitement de tout agent politique ou consulaire cessera du jour de la réception de sa lettre de rappel, à moins que la lettre de rappel ne porte order de rester jusqu'à l'arrivée du successeur, auquel cas le traitement continuera jusqu'à cette époque. Les frais de son retour seront alloués suivant les tarifs.

2. Le traitement de tout agent politique ou consulaire qui va remplir un poste non occupé, commencera du mois de son départ de Paris ou du lieu de sa résidence; savoir, pour le mois entier, s'il part avant le 16; et pour la moitié du mois seulement, s'il part après le 15.

3. Le traitement de tout agent politique ou consulaire qui va remplir un poste encore occupé, commencera du jour de son arrivée au dit poste, et de la remise par lui faite à son prédécesseur de la lettre qui le rappelle.

4. Il pourra être payé un quartier d'avance de son traitement à tout agent politique ou consulaire, avant son départ pour le lieu de sa destination, sans que l'attente de cette avance soit un prétexte pour différer de s'y rendre; il n'aura droit ensuite au quartier suivant que lors de son échéance.

5. Au moyen du traitement qui sera fixé aux agents politiques et consulaires, ils seront chargés du paiement de leurs secrétaires particuliers ou chanceliers, de l'entretien de la secrétairerie ou chancellerie, des frais de bureau, du loyer de leur maison, de leur entretien domestique, et de toutes les dépenses quelconques qui ne sont pas ordonnées pour le service public.

6. Il ne leur sera alloué dans les états qu'ils fourniront à la fin de chaque quartier, que le port des dépêches officielles qu'ils recevront; le coût des gazettes, pamphlets, et ouvrages nouveaux sur les affaires politiques du pays, qu'ils seront chargés d'envoyer au Département des Relations Extérieures; la dépense des courriers qu'ils pourront envoyer dans les occasions importantes; les dépenses secrètes et accidentelles qui, au préalable, auraient été autorisées ou commandées par des décisions subséquentes au présent arrêté.

7. Sont exceptés des deux articles précédents, les consulats du Levant et de Barbarie, mais seulement pour les dépenses extraordinaires, entretien du pavillon, paiement des janissaires, et donatives d'usage autorisées jusqu'ici, et en attendant une fixation nouvelle.

8. Le Ministre des Relations Extérieures rédigera et adressera incessamment à tous les agents politiques et consulaires, des instructions formelles sur le réglement de leurs dépenses et l'ordre de leur comptabilité.

9. Les agents politiques ou consulaires absents par congé jouiront de la moitié de leur traitement, à compte du jour où ils quitteront leur résidence, jusqu'au jour où ils y reprendront leurs fonctions.

10. L'autre moitié du traitement des agents consulaires absents par congé sera allouée aux vice-consuls qui les remplaceront; et si ceux-ci sont suppléés eux-mêmes dans le poste

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poste qu'ils quittent, pour aller gérer un consulat, leurs suppléants auront la moitié du traitement attaché à ce poste.

11. L'autre moitié du traitement des Ministres Plénipotentiaires absents par congé sera réservée; savoir, un quart à la décharge du Département des Relations Extérieures, et l'autre quart au profit du secrétaire de légation chargé d'affaires; et comme le ministre doit conserver sa maison montée, à moins d'ordre contraire, le secrétaire de légation continuera d'en avoir la jouissance; mais le ministre en congé devra en payer le loyer sur la moitié du traitement qui lui est accordée.

12. Les dispositions du présent arrêté seront immédiatement applicables, et tous les Arrêtés précédents, différents ou contraires, sont rapportés.

Le Ministre des Relations Extérieures est chargé de l'exécution du présent arrêté, qui ne sera pas imprimé.

Pour expédition conforme,
Le Président du Directoire Exécutif,
(signé) *L. M. Revellière-Lepeaux.*

Par le Directoire Exécutif,
Le Secrétaire-Général,
(signé) *Lagarde.*

Enclosure 13, in No. 8.

EXTRAIT du Registre des Arrêtés du Directoire Exécutif, du 28 Vendémiaire, an VI.

LE Directoire Exécutif, après avoir entendu le Ministre des Relations Extérieures;

Considérant qu'il est nécessaire de fixer d'une manière qui ne prête plus à l'arbitraire, tant en raison de l'exigence du service extérieur, que de l'économie dont il est susceptible, les frais de premier établissement et de voyage des agents politiques et consulaires, arrête ce qui suit:—

Frais de Premier Etablissement.

Article 1. Il sera accordé avant leur départ, aux envoyés ou ministres résidents ou chargé d'affaires, consuls-généraux, consuls ou vice-consuls, nommés pour aller résider en pays étrangers, une somme pour frais de premier établissement.

Art. 2. Le maximum de cette somme sera indistinctement du tiers des appointements annuels accordés aux agents politiques ou consulaires susdits; mais à chaque mutation, il y aura fixation du fonds nécessaire au premier établissement, et le Ministre des Relations Extérieures est chargé de prendre à cet effet des informations sur l'exigence de chaque localité.

Art. 3. S'il arrivait qu'un des agents politiques ou consulaires susdits fut envoyé à une nouvelle destination sans avoir occupé la résidence pour laquelle il avait reçu l'indemnité du premier établissement, il en tiendrait compte sur l'indemnité et les appointements attachés à sa nouvelle mission.

Art 4. Dans le cas où un des agents susdits qui aurait reçu son indemnité serait remplacé avant son départ sans être nommé à une autre mission extérieure, il restituera immédiatement la totalité de cette indemnité à son successeur.

Art 5. Lorsqu'un agent politique ou consulaire passera à une nouvelle destination extérieure, avant dix-huit mois d'exercice et de résidence effective dans son poste précédent, les trois-quarts de l'indemnité qu'il aura reçue pour celui-ci seront imputés sur l'indemnité qu'il devra recevoir pour sa nouvelle destination; la retenue ne sera que de moitié lorsque la résidence effective aura duré plus de dix-huit mois, et l'indemnité attachée à son nouveau poste ne sera pleine qu'après trois ans révolus dans le précédent.

Art 6. Le Directoire Exécutif se réserve de statuer particulièrement sur les indemnités à accorder dans les lieux de résidence où il existait une maison ou mobilier nationaux, ainsi que dans ceux où l'autorité locale pourvoit au logement et à l'ameublement de l'agent de la république.

Frais de Route.

Art 7. Les frais de poste des agents politiques et consulaires envoyés en mission ou revenant en France, leur seront alloués conformément au tarif suivant, excepté lorsqu'ils reviendront par congé, ou voyageront pour leurs affairs personnelles, savoir:—

	Fr.	*c.*	
Aux Ministres du premier et second ordre, à Londres, Vienne, Madrid, Pétersbourg, et Constantinople - - - -	30	–	par poste.
Aux Ministres à Philadelphie, Berlin, Lisbonne, Stockholm, Copenhague, La Haye, Naples, et près des Républiques Italienne et Suisse - - - - - - - -	24	–	„
A tous les autres Ministres - - - - - -	20	–	„
Aux Résidents et Consuls-Généraux - - - - -	16	–	„
Aux Consuls - - - - - - - - - - -	12	–	„
Aux Secrétaires de Légation et Vice-Consuls - - -	10	–	„
Aux Chanceliers et Drogmans directement nommés et salariés par le Gouvernement - - - - - - - -	7	50	„

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Art 8. Lorsque les agents politiques ou consulaires devront passer la mer pour se rendre à leur destination, il leur sera accordé passage aux frais de la république, par le Département de la Marine, sur les vaisseaux publics; et s'ils passent sur des vaisseaux marchands, les ordonnateurs des ports régleront leur passage suivant le prix ordinaire des traversées.

Art. 9. Les dispositions du présent arrêté seront immédiatement applicables aux agents qui auront déjà reçu leurs frais de premier établissement, et pourraient ci-après être envoyés dans d'autres résidences, ainsi qu'à ceux qui, déjà nommés, ne sont pas encore partis.

Art. 10. Tous les arrêtés précédents, relatifs aux frais de premier établissement et frais de voyage des agents politiques et consulaires, sont, rapportés.

Les Ministres des Relations Extérieures et de la Marine sont chargés de l'exécution du présent arrêté, qui ne sera point imprimé.

Pour expédition conforme,
Le Président du Directoire Exécutif,
(signé) *L. M. Revellière-Lepeaux.*

Par le Directoire Exécutif,
Le Secrétaire-General,
(signé) *Lagarde.*

Enclosure 14, in No. 8.

ORDONNANCE du Roi qui alloue, dans certains cas, des Traitements Spéciaux aux Agents Diplomatiques ou Consulaires.

Au Palais de Neuilly, le 27 Juillet 1845.

LOUIS PHILIPPE, Roi des Français, à tous présents et à venir, salut.

Vu nos ordonnances et réglement, en date des 7 Juillet 1834, 1 Août 1835, et 30 Octobre 1843, sur les traitements des agents politiques ou consulaires qui se trouvent en inactivité, en congé, ou appelés et retenus à Paris par ordre et pour affaire de service.

Considérant que ces ordonnances et réglement ont déterminé et limité les droits que des situations accidentelles peuvent donner à nos agents, mais qu'il est utile de rassembler dans une seule et même ordonnance toutes les régles établies;

Sur le Rapport de notre Ministre Secrétaire d'État des Affaires Etrangères;

Nous avons ordonné et ordonnons ce qui suit:—

Article 1. Les agents diplomatiques ou consulaires dont les fonctions auront été suspendues pour une cause étrangère au mérite de leurs services, et qui ne seront pas admissibles au traitement d'inactivité, pourront, en vertu d'une décision spéciale émanée de nous, recevoir la moitié du traitement assigné au poste dont ils sont titulaires, pendant un espace de temps qui, sauf des circonstances particulières sur lesquelles nous nous réservons de statuer, ne devra pas excéder une année.

Art. 2. Cette allocation ne pourra être réclamée, par l'agent rappelé, que dans le cas où il ne serait pas remplacé et où le traitement de l'emploi continuerait d'être porté au Budget.

Art. 3. Lorsqu'un agent rappelé et retenu en France pour un motif politique ne sera pas autorisé à rompre l'établissement qu'il aura formé dans le lieu de sa résidence officielle, une partie de son traitement pourra lui être conservée, en indemnité de ses dépenses obligées, telles que loyer, entretien de mobilier, chevaux, domestiques, &c. Cette quotité ne pourra jamais excéder la moitié du traitement, pendant les six premiers mois, et après ce terme elle sera réduite dans les proportions suivantes:—

	Francs.
Pour les Agents Politiques ayant un traitement de trois cent mille francs	70,000
Idem de deux cent à trois cent mille francs	50,000
Idem de cent cinquante à cent quatre-vingt mille francs	40,000
Idem de cent un à cent cinquante mille francs	30,000
Idem de cent mille francs, sans logement	30,000
Idem de cent mille francs, avec logement	20,000
Idem de soixante à quatre-vingt-dix mille francs	25,000
Idem de cinquante mille francs	18,000
Idem de quarante à quarante-cinq mille francs	15,000
Idem de vingt-cinq à trente-cinq mille francs	12,000
Pour les Consuls-Généraux ayant un traitement de quarante à quarante-cinq mille francs	15,000
Même grade, de vingt-cinq à trente-six mille francs	12,000
Les Consuls de première classe ayant un traitement de quarante mille francs recevront	12,000
Les Consuls de première classe ayant un traitement de vingt à trente mille francs	10,000
Même grade, de quinze à dix-huit mille francs	6,000
Même grade, de dix à douze mille francs	5,000
Les Consuls de deuxième classe ayant un traitement de vingt mille francs recevront	6,000
Même grade, de quinze à dix-huit mille francs	5,000
Même grade, de huit à douze mille francs	4,000

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Les agents consulaires non compris dans les catégories ci-dessus recevront le traitement de congé.

Art. 4. La jouissance du demi-traitement accordé aux agents en congé volontaire est bornée à six mois, à dater de leur arrivée en France.

Art. 5. Les agents en congé qui, après un séjour de six mois en France, recevraient de nous, sur un rapport motivé présenté par notre Ministre des Affaires Etrangères, l'ordre de rester à Paris pour affaire de service, toucheront une moitié du traitement ordinaire de leur emploi, jusqu'au terme du travail spécial dont ils auront été chargés, ou jusqu'à nouvel ordre de notre part.

Art. 6. Les secrétaires d'ambassade ou de légation qui, à dater de ce jour, seront expédiés à Paris en courriers, et qui ne devront pas retourner immédiatement à leur poste, pourront recevoir à Paris la totalité de leur traitement pendant trois mois, si notre Ministre des Affaires Etrangères n'a pas disposé de la moitié de ce traitement en faveur d'un attaché qui, sans avoir de traitement personnel, serait chargé de suppléer le secrétaire absent.

Art. 7. Lorsqu'en vertu d'une autorisation ministérielle, un secrétaire expédié en courrier prolongera son séjour en France plus de trois mois, il ne pourra recevoir alors que le traitement de congé, a moins qu'il ne soit dans le cas d'exception indiqué à l'Article 5.

Art. 8. Toutes dispositions des ordonnances et réglements contraires aux présentes sont et demeurent abrogées.

Art. 9. Notre Ministre Secrétaire d'Etat au Département des Affaires Etrangères est chargé de l'exécution de la présente ordonnance, qui sera insérée au Bulletin des Lois.

(signé) *Louis Philippe.*

Par le Roi,
Le Ministre Secrétaire d'Etat des Affaires Etrangères,
(signé) *Guizot.*

— No. 9. —

Earl *Cowley* to Lord *J. Russell.*—(Received 19 December.)

My Lord, Paris, 18 December 1860.

YOUR Lordship having been pleased by your circular Despatch of the 25th October last, to express a desire to be furnished with any observations which the experience of Her Majesty's diplomatic agents abroad may suggest to them on the present constitution and working of the diplomatic service of the country, and with any suggestions which may occur to them for its improvement, I propose in this Despatch to answer your Lordship's appeal, and feel sure that, considering the importance of the subject, your Lordship will excuse me if I draw somewhat largely on your patience.

I begin with the lowest grade in the service, that of the unpaid attachés, and I have no scruple in saying at once that the system which now prevails of obtaining unpaid labour for an unlimited length of time should be put an end to. I am, and always have been, an advocate for giving a salary to an attaché from the moment on which he receives the Queen's nomination. If, however, a probationary trial, either at home or abroad, is thought advisable for aspirants to the diplomatic service, let the period during which the probation is to last be fixed once for all; but let the youth be certain that if, at the termination of that period, he shall have conducted himself to the satisfaction of his superiors, he will become a salaried member of the service.

It may not be inapposite here to call to mind the origin of unpaid attachés, and to show what a different position they occupied formerly to that which they occupy now. I believe that at the beginning of the present century, the only assistance afforded by the Government to the chief of an embassy or mission, was that of a secretary; but the Ambassador or minister was allowed to name a certain number of individuals, who, on his recommendation, were officially recognised as attached to him, and whom he could employ on the public service as he might deem useful. The post of an attaché was constantly filled in those days by young men of family and fortune, who desired to pass a few months agreeably abroad, and who could succeed in finding a friendly protector at some foreign Court. The consequence was that attachés were looked upon as the personal friends of the Ambassador or minister. They formed part of his family, and lived at his table, and sometimes altogether in his house, which in itself was an equivalent to a limited salary. But, on the other hand, they were not considered as forming part of the permanent diplomatic staff of the country. The services they might render gave them no positive claim to promotion, and, as a natural corollary, the Ambassador or minister could get rid of them, should their conduct require it, or his caprice dictate it. Now, matters are entirely changed. The unpaid attachés, being appointed by the Government, have no longer any claim on the permanent hospitality of their chiefs, and I believe that there are but few places where they are still daily admitted to the family table. When I add that the expenses of living and lodging abroad have increased enormously within the last few years, the difference between the position of the unpaid attaché now and formerly is still more striking. Add to this that an aspirant to the diplomatic service must now undergo an examination (a very excellent innovation) before he can be permanently appointed to

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an embassy or mission abroad, and the balance between the old and the new system may be struck thus: Under the first, expenses of living defrayed, but no claim whatever on the Government, and no examination required. Under the second, no admission into the service without previous examination, no expenses defrayed, but a contingent claim for promotion on the Government—I say contingent, because even now there is no positive obligation on the Minister to promote an unpaid attaché, whatever may have been his services. The Foreign Office List would, I fancy, furnish more than one example of attachés serving with credit eight, nine, and ten years without salary, while they underwent at the same time the mortification of seeing their juniors promoted over their heads.

In thus advocating the cause of the unpaid attachés, I do not wish to be considered as arguing that they are unfairly treated. When a young man enters the diplomatic service, he does so with his eyes open, to the chance of working several years without remuneration. But I think the principle itself, of exacting work without pay, is a bad one. It is, to a certain extent, subversive of good discipline, because no chief likes to exercise even a necessary authority over an unsalaried subordinate, while the subordinates themselves are not unnaturally apt to grow careless under a system which leaves them so long in suspense.

I have no observations to make respecting the secretaries and the two categories of paid attachés, except to ask whether it may not be advisable to follow the French system, and name the latter second and third secretaries. This change was adopted in the French service, because it was found that other Governments gave that rank to persons fulfilling exactly the same duties as the French paid attachés, and the latter were sometimes placed thereby in an unfair position at foreign Courts.

I need hardly add, that it would be a great boon to the junior members of Her Majesty's diplomatic service to obtain their commissions at an earlier date than is possible now.

Promotion has of late years been distributed, generally speaking, with so much impartiality, that there is but little room for remark on that head. In the higher grades of the profession, indeed, it would not be wise or right to limit a Minister in the selection of agents to important posts; but in the junior branches it would, I conceive, add to the efficiency of the service, were the young men taught to feel that their promotion depended in a measure upon themselves, and that, with steady conduct and assiduous attention to their duties, they might be confident of not seeing others advanced over their heads.

If it were possible to introduce any system by which the junior members would feel that their promotion depended to a certain extent on their performing their duties to the satisfaction of their chief, an authority which is sometimes wanted would be placed in the hands of the latter. For instance, were a chief obliged by his instructions to furnish a half-yearly report to the Foreign Office, as to his satisfaction with his subordinates, it is obvious that a hint from him, when necessary, respecting any irregularity or carelessness he may remark, would carry greater weight with it than when, as now, the only remedy he has is in a spontaneous complaint to the Secretary of State, for the penalty would be certain were the warning to be neglected. Nor would there be any danger of an abuse of this half-yearly report, since any party considering himself wronged by it would have an appeal to your Lordship's office. On the other hand, some certainty should exist that favourable reports would ensure, under ordinary circumstances, promotion according to seniority.

While on the subject of promotion, I venture to observe, that your Lordship would do well to institute some penalty for those who, without sufficient reason, refuse a post when offered to them. It should be understood, that such refusal does away with any claims which seniority may otherwise give.

Another point on which I solicit your Lordship's attention is the advisability of never leaving the junior members of the service too long in the same place. Two years should, I think, be the utmost limit of a residence at one post, and care should be taken that all have the advantage, in the course of their early career, of residing at one or other of the great Courts, by which they will become better acquainted with questions of importance. It is presumed that it would not be difficult to invent a sort of roster, by which these changes of residence might be governed. If any plan of this sort, however, should be adopted, the travelling expenses incurred thereby ought to be borne by the public. Under all circumstances, the journies of attachés going to their posts for the first time should be paid.

I have made the foregoing remarks on the supposition that the services at home and abroad, now under your Lordship's direction, are to remain distinct; but I must at the same time confess myself to be an advocate for their complete amalgamation.

The clerks in Her Majesty's Foreign Office would, I conceive, profit as much from an occasional residence abroad as the secretaries and attachés of Her Majesty's foreign missions would gain by an occasional residence in England. If I saw how this system could be extended to the higher branches of the foreign services I should equally advocate its application. But if the junior branches of the two services are amalgamated, it stands to reason that those who now enter the Foreign Office with no expectation beyond that of rising to a chief clerkship, will be as eligible as any one else to a mission abroad. It seems to me that the chief clerks might be assimilated to secretaries of embassy, the second clerks to secretaries of legation, and the junior clerks to attachés, in one or more ranks, as may be deemed most convenient; and when I say assimilated, I mean that there should be a constant change going on between the home and foreign services.

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The difficulty in questions of this nature is to make a beginning, and it seems to me that the plan, if adopted, should first be brought into operation in the junior grades, and so be gradually introduced into the upper. That Her Majesty's diplomatic service would eventually be improved by it I have not the smallest doubt.

Such are the observations which, in compliance with your Lordship's invitation, I take the liberty of submitting to you; but as some of them might seem to imply dissatisfaction with the services of attachés (I allude to those which advocate the half-yearly notice of their conduct), I beg to state that such is not my feeling, and I am most happy to have the opportunity of recording that, as far as my experience goes, a more intelligent and willing body of young men than the attachés in Her Majesty's diplomatic service could not well be found.

I have, &c.
(signed) *Cowley.*

— No. 10. —

Earl *Cowley* to Lord *J. Russell.*—(Received 19 December.)

My Lord, Paris, 18 December 1860.

It has long been my intention, when the moment should arrive for me to retire from Her Majesty's active diplomatic service, and when, consequently, any observations I might make with regard to it could not be attributed to interested motives, to bring under the notice of whoever might be Her Majesty's Secretary of State at the time, certain points connected with the pecuniary emoluments of that service which I humbly conceive are susceptible of revision and improvement. If, in addressing your Lordship at present I somewhat depart from my first intentions, it is because the moment at which an inquiry is being instituted into the general efficiency of the service appears to me to be a favourable one for placing before you the few remarks which I desire to make.

The first point which I thus venture to submit to your Lordship's consideration is the hardship to which ambassadors and ministers are exposed by the regulation which deprives them of half their salaries whenever they may be absent from their posts on leave.

Before I allude to the consequences which this regulation indirectly produces on the efficiency of the service, allow me to treat it as a simple matter of pounds, shillings, and pence. No ambassador or minister, on going home on a short leave, can get rid of his house, sell his horses, and break up his establishment. He is obliged to keep them all; and he is, moreover, exposed to the additional expense of lodging himself while on leave, and of paying the expenses of his journey home and back to his post.

The answer, no doubt, is simple. There is no necessity for his leaving his post, and incurring these extra expenses; and this, indeed, is the reasoning which, as a matter of necessity, is too often acted upon, but it is not conducive to the efficiency of the service. I hold it to be good for every English diplomatist to pay, from time to time, a visit to his country; the oftener, indeed, that he does so, within proper limits, the better.

Again, the temporary absence of the chief gives a secretary an opportunity of bringing himself into notice, and of preparing himself for the higher functions to which he aspires.

These advantages, I conceive, are greatly diminished by the regulation to which I have alluded, which keeps chiefs at their posts more than is good either for them or for others.

I venture, then, to suggest, that once a year, or certainly once in two years, an ambassador or minister should be allowed to leave his post for a fixed period, during which his appointments shall be subject to no deduction whatever. If he exceeds that period, let him forfeit the whole of his salary, except in cases specially permitted by the Secretary of State, who can then impose such conditions as he may deem advisable.

In the plan which I thus advocate it is not my intention to propose any extra allowance for the secretary while acting as chargé d'affaires. This may at first sight appear hard; but I would beg to observe that he is not necessarily subjected to any extra expense. Nobody expects him to entertain, and I hardly doubt that there are few gentlemen in the service who would not willingly abandon the chances which they now have of here and there getting an extra hundred pounds for the certainty that when arrived at the higher branches of the profession they would not be subjected to the curtailment, which is the rule of the service now.

Others, however, I am well aware, may entertain a different opinion upon this last point, but in any case I would suggest (I am supposing that my general argument is admitted) that the ambassador or minister going on leave should only be required to pay the extra allowance to which the chargé d'affaires is entitled.

I come now to a second observation, which, if laid before the public, would, I am convinced, however useless and overpaid the diplomatic service may be deemed in the eyes of some persons, be generally recognised as just. It is not right that the salaries of the foreign diplomatic service should be subjected to the income tax so long as it is a peace tax; as a war tax I have nothing to say upon the subject. A few words will explain my meaning. The income tax, as a peace tax, is the substitution in a great measure of direct for indirect taxation. Now it is obvious that persons living abroad were

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not subject to the indirect taxation which, before the imposition of the income tax, prevailed in England. They were subject to the indirect taxation of the country in which they lived. So that the present condition of such persons is that they now pay taxes both at home and abroad. Again, one of the main arguments of those who supported the imposition of an income tax in England was that articles of primary and general necessity would become so much cheaper by the abolition or reduction of indirect taxation that the imposition of a tax on revenue would be counterbalanced by greater cheapness of living. But this advantage did not tell in favour of those who lived abroad. On the contrary, it may be affirmed that, as prices fell in England, they rose abroad. Certain it is that the expenses of living abroad have greatly increased within the last 15 years, whatever may be the cause.

Her Majesty's diplomatic servants, therefore, whose salaries, it may be presumed, were fixed at the lowest amount that would enable them to live with credit at a time when prices on the Continent were lower than they are now, have not only to contend against higher prices abroad, but they are subject to a taxation at home which was not contemplated when those salaries were fixed, without in any way partaking of the benefits which that taxation was in other ways to produce.

I think that I have said enough to show that the income tax presses unfairly upon them. I am not sanguine enough to suppose that any relief can now be given to those whose cause I advocate; and, if I have called your Lordship's attention to the subject, it is in the hope that what I have said may induce you to view with greater indulgence the remarks which I have ventured to make in the first half of this Despatch.

The third and last point on which I have to remark is the irregularity attending the payment of diplomatic salaries, and of the advances made on account of extraordinary expenses. This may be of small importance to persons who have some fortune of their own, but to young men who have little else than their salaries to depend upon, it is of serious consequence. Surely, if the diplomatic salaries cannot be paid to the day, as in other services, some short period might be fixed within which the payment might be counted upon.

The interest which your Lordship has evinced for the efficiency and well-being of the service over which you preside assures me that, whatever may be your appreciation of the remarks I have made, you will pardon me for the freedom of addressing them to you.

I have, &c.
(signed) *Cowley.*

FRANKFORT.

— No. 11. —

Sir *A. Malet* to Lord *J. Russell.*—(Received 4 January 1861.)

My Lord, Frankfort, 29 December 1860.

In replying to your Lordship's circular of the 25th October, my observations must be confined to stating the experience of a life passed in the diplomatic service, with reference to our own establishment; the Germanic Diet, to which I have been accredited since the year 1852, though entitled by Article L of the Final Act of the Vienna Conferences of 1820, to appoint as well as to receive plenipotentiaries, having never exercised that right; and the smaller States comprised in my commission having no diplomatic establishments deserving attention.

I think, therefore, I shall best respond to the objects of your Lordship's circular, by taking such a review of the separate grades of our own service as my own experience suggests.

1. *Clerks of Missions.*—I will begin by referring to this, the lowest office in any of Her Majesty's missions, corresponding with the chanceliers of foreign missions of similar rank. This is always an inferior and paid appointment, but the duties assigned to the office depend more on the chief of the mission than on distinct rules.

In some cases the clerk is also a qualified translator, and discharges all, or nearly all, the duties usually ascribed to attachés, copying, holding keys of the archives, and doing, in fact, more of the business of the legation than ought fairly to fall to his share. The chief business of chanceliers of foreign legations is in attending to passports, receiving applicants, and ascertaining if they ought to have access to the superior members of the mission; conveying messages, filing newspapers or other papers not precisely in the nature of archives; in short the line of demarcation between his duties and those of the attachés is clearly drawn. His salary, moreover, is either wholly or partially derived from office fees on passports and on the legalisation of documents, from neither of which sources is any tax levied in British missions, though I would venture to suggest that such a mode of raising

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raising a sum which might be applicable to defraying some part at least of the expense of an office servant, could hardly be found objectionable.

Passports are probably doomed shortly to be done away with, but wherever there is a legation numerous documents are brought for legislation, the parties interested thus avoiding the payment of consular fees.

The surplus, if any, of fees levied, after satisfying the above demand, might be applied to defraying the cost of stationery formerly allowed to all Her Majesty's missions, whereas this liberality is now confined to the Paris Embassy.

The salary of clerks in our missions is inadequate, if it be intended they should support the rank of gentlemen; but I am of opinion this officer should not have that pretension, but be simply a man of integrity and good education, and that his sphere should be so defined as to prevent any possibility of his duties clashing with those of the attachés.

Attachés.—Our Government usually employ young men for an indefinite period as unpaid attachés.

This period may be regarded as probationary. The system of giving no salary compels conferring this employment on those alone who are possessed of some private fortune, and that this should be the rule is, I think, highly desirable in our service. This qualification is indeed indispensable, where the necessary expense incidental to a life apart from home, and where the individual is thrown nearly wholly on his own resources, render even the moderate salary which an attaché obtains when placed on the paid list quite inadequate to maintain the position which these members of missions are considered to hold.

By remaining a certain time unpaid, and serving in different countries, these young men soon have the means of judging whether their resources are such as will justify them in continuing in the career.

In continental countries a decided preference is shown by all Governments for employing in this grade of the profession young men of some definite rank or position; and there is no use in disguising the fact that the want of these adjuncts acts as a virtual disqualification, and where, as occasionally happens, persons of inferior birth are employed, they meet with mortifications discouraging to young men seeking entrance into the first ranks of foreign society.

Nevertheless, wherever there is refinement of manner and good conduct, they are qualities which will always make their way; and here let me be allowed to say, that too little stress is often laid on these essential qualifications—essential not only to success in the profession, but disposing these members of every legation to be amenable to discipline, and to regard the head of their mission with respect.

Such discipline and respect are far more the rule in foreign missions, and much benefit would accrue to Her Majesty's service from their greater observance in our own.

As regards the system of promotion from unpaid to paid attachéships, or from the latter rank to that of secretary of legation, seniority should, in my opinion, be regarded as the rule, though in the case of remarkable capacity or qualification for a particular post the faculty of selection ought not to be excluded.

Secretaries.—As regards secretaries of legation, I must begin by stating that, in foreign services, you seldom find men beyond a certain age filling the post. They are either pensioned, promoted, or got rid of in some way or other; often, in the French and Austrian services, by transfer to consular appointments.

The disadvantages and hardship of keeping a man in a subordinate position on the small salary allotted to this class of public servants is detrimental in more ways than one. A public servant who thinks himself hardly used is never efficient; neither is it an agreeable or easy task for the chief of a mission to enforce the rules of the service on a gentleman who is sometimes not only his senior in years, but in the profession.

I would advocate a progressive augmentation of the salaries of secretaries of legation, especially if they remained unmarried.

If these gentlemen marry, it may reasonably be inferred that they are indifferent to a hundred or two more or less in their incomes; and I think it desirable that a check should be put upon marriages in the junior branches of diplomacy.

Married attachés or secretaries are neither so manageable nor so well-disposed to work as the unmarried; they are sometimes struggling with pecuniary difficulties, and hindered in many ways from fulfilling their duties. Secretaries in this position are apt to imagine that all that is incumbent on them is, to fulfil their duties as chargé d'affaires in the minister's absence.

Ministers.—With reference, in the first place, to the general question of salaries, it is to be observed that the present scale dates, with trifling changes, from the year 1821, and that Government seem never to have taken into consideration that the cost of living in the greater number of European capitals has since that date been doubled.

The scale also was not judiciously framed; an instance in point is afforded by the post I now hold. No one conversant with the rates of living in the various German capitals can comprehend on what principle the allowances of the mission at Frankfort are lower than those of Hanover and Munich.

Frankfort is the most expensive of these three residences, and in consequence of its central position and other causes, prices of all kinds have augmented in this city in a more rapid ratio than has been the case in either of the above-named capitals.

It is not easy to draw comparisons between the rates of English and foreign diplomatic salaries, and a bare statement of figures would lead to erroneous conclusions.

I might state (as is the case) that the Prussian Envoy at Frankfort has a larger salary

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than the British Minister, or that the French and Russian Ministers had less; but neither the one nor the other instance offer means of forming sound judgments of what would be a just and suitable rate of allowance to the British Envoy.

Foreign Governments are in the habit of giving supplements and gratifications, and in many cases, of paying the debts of their representatives; thus, without going into details of too great length, a knowledge of the nominal amount of salaries would be useless for comparison.

The fact of enhanced cost of living is so universally recognised in this part of Germany, that the salaries of the public servants of nearly all the States, and those of Frankfort among the first, have within the last year or two been augmented 30 per cent. I am of opinion, therefore, that a revision of the existing scale of salaries, with reference to the growing exigencies of the times, is necessary, and feel convinced that the justness of such revision is so manifest that no objection to it could be raised.

Leave of Absence.—It would be a great boon to Her Majesty's representatives abroad if they were not mulcted of half their salary for every day that they absent themselves from their post.

All foreign Governments give their ministers a certain period of free leave of absence, the shortest being 14 days, and the most extended one month, and there can be little doubt that similar arrangements might be introduced into our service with advantage.

A minister once in his own country, would generally overstay the allotted free term, and it may, therefore, be expected that the reserve fund of the Foreign Office would not suffer materially from a change of rule which now presses as a hardship on those who have to carry on the service of the country abroad.

Promotion.—It does not appear that sufficient attention is paid to promotion of ministers from the inferior to the higher classes of the three categories into which Her Majesty's legations are divided. Important gradations of pay and of retiring pensions are, however, dependent on this classification, making the tenancy of a third, a second, or a first-class mission a matter of serious difference to the incumbent, who, as is often the case, fills the lower post, though holding the same double title of Envoy Extraordinary and Minister Plenipotentiary that is given to the highest rank under an embassy. Hence it arises that the advancement of junior ministers or secretaries to the higher missions, cannot take place without exercising a discouraging influence on those who are passed over; and though I should be far from venturing to suggest that a Minister of Foreign Affairs should be wholly guided by the rule of seniority, I do not hesitate to express the opinion that striking deviations from that principle are injurious to the service.

Political Representatives.—It was at one time customary that Her Majesty's representatives at all the great Courts should be known political adherents of the party in power. It thus became a matter of necessity that all Ambassadors, and a certain number of Envoys, should be changed with a change of Administration; but it may be doubted whether this system is advantageous to the service, and whether it would not be more advisable rather to pursue the opposite plan of considering foreign ministers as the mere organs of the Government which employs them—a system maintained on the Continent. It seems likely that more independent advice would be given, and less prejudiced views expressed by men serving under the latter system than under the former.

Conclusion. Dependence of the Corps on Ministers for Foreign Affairs.—In conclusion, I would fain affirm that no class of men more require the protection of the chief of their department than Her Majesty's diplomatic servants. Designated as a body, they are by the very nature of their employment dislocated and disunited, and by no means afford one another that mutual aid and assistance which give strength and consistency to other branches of the public service.

They are necessarily exposed to cavil and attacks, especially from the press, and the notice taken of them is almost always invidious and personal; such indeed as, whether in praise or in blame, strikes an impartial observer as rarely bestowed with discrimination.

While one diplomatist may think it advisable to conciliate a roving "correspondent," another, with equal regard for his abilities, will feel repugnance at showing attentions which may have the air of asking his suffrage, and of adding one more to the number of those who, forgetting self-respect, seek the plaudits of public journals.

I have, &c.
(signed) *A. Malet.*

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GREECE.

— No. 12. —

Mr. *Eliot* to Lord *J. Russell.*—(Received 18 January.)

My Lord, Athens, 10 January 1861.

IMMEDIATELY on the receipt of your Lordship's Despatch, marked, Circular of 25th October, *i.e.*, on November 17th, I addressed to his Hellenic Majesty's Minister for Foreign Affairs certain questions respecting the constitution of the Greek Diplomatic Service, and I now have the honour to eclose herewith copy of the same, together with the answers with which M. Coundouriottis has been good enough to furnish me.

In addition to these answers, which appear to be exceedingly ample, the Greek Minister for Foreign Affairs has been good enough to furnish me, for the information of Her Majesty's Government, with a copy of the consular guide and of the consular instructions, as also of the law regulating the jurisdiction of the consuls, the two latter in French translation. Finally, M. Coundouriottis encloses a copy of the internal regulations of the Foreign Office.

The length of the answers to my questions is so great that, to-day being post day, I am obliged to send them in original to your Lordship, understanding that Her Majesty's Government is anxious to obtain the required information as soon as possible.

I have, &c.
(signed) *W. G. Cornwallis Eliot.*

Enclosure in No. 12.

REPLIES to Queries respecting the Greek Diplomatic Service.

1*ère Question.* A quelles conditions est-on admis au service diplomatique?

Réponse. Le système de subordonner les nominations aux emplois publics à certaines conditions, ayant pour but de constater la capacité de l'individu, ne pouvait pas être adopté, en Grèce, immédiatement après l'établissement de l'ordre légal.

L'utilité et l'éfficacité d'un pareil système ne sauraient, quoiqu'on en dise, être mises en doute, mais les circonstances particulières où la Grèce s'est trouvée au sortir d'une longue et ruineuse lutte, ne permettaient pas au législateur d'y imposer, pour la nomination aux emplois publics, des obligations auxquelles fort peu de gens étaient à même de satisfaire. En effet, adopter immédiatement ce système dans la nomination du personnel des différentes branches de l'administration, c'eût été se priver tout bonnement de l'expérience et des lumières de plusieurs personnes qui pouvaient occuper avec distinction les emplois publics, mais qui ne possédaient pas certaines qualités ordinairement considérées comme conditions et titres d'admission au service public. C'eût été encore commettre un acte d'injustice envers ceux qui, ayant pris une part énergique à la lutte de l'indépendance, se seraient vus repoussés des emplois publics, faute d'un grade universitaire ou d'un certificat d'étude, quoiqu'ayant toute la capacité de servir l'état.

C'est pour ces raisons que la législation du pays a laissé jusqu'à ce jour au libre arbitre du Gouvernement le choix de ses employés.

Il y a bien aujourd'hui quelques restrictions à ce pouvoir discrétionnaire, restrictions dont il sera fait plus bas mention; mais elles n'affectent qu'un petit nombre de places.

A défaut donc d'une loi réglant les conditions de l'admission au service en général, le Gouvernement se réserve de juger, dans chaque cas particulier, de l'aptitude de telle ou telle personne à remplir les fonctions d'une place diplomatique quelconque, soit dans les bureaux du Ministère des Affaires Etrangères, soit dans les chancelleries diplomatiques et consulaires à l'étranger. Seulement, l'Article 7 de la Loi du $\frac{1}{13}$ Juin 1846, sur l'organisation des ministères établit une restriction à cette faculté, en ce qui concerne les nominations d'attachés au Ministère des Affaires Etrangères. Cet article stipule, en effet, que, pour être nommé à ce poste, il faut servir gratuitement six mois au moins dans les bureaux de ce département, comme apprenti diplomatique ou surnuméraire. Cet apprentissage pourra être indéfiniment prolongé, s'il n'y a pas de place d'attaché vacante au ministère, ou bien si la personne soumise à cette épreuve ne justifie pas, dans ce laps de temps, de son aptitude à la carrière diplomatique. Dans ce dernier cas même, le Ministre des Affaires Etrangères peut tout simplement la congédier du service.

Le ministre a le pouvoir discrétionnaire de nommer les surnuméraires, soit à un poste diplomatique à l'intérieur ou à l'étranger, soit à un poste consulaire, suivant l'aptitude manifesté par chacun d'eux à l'une ou à l'autre de ces deux branches. Ainsi, par exemple, tel apprenti diplomatique est nommé, après l'accomplissement bien entendu des conditions sus-indiquées, attaché au Ministère des Affaires Etrangères, telle autre attaché à une mission du roi à l'étranger, ou jeune de langues attaché à la Légation de Constantinople, tel autre chancelier ou commis d'un consulat en Europe ou en Turquie.

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Mais pour être admis à servir comme apprenti diplomatique, on est tenu, non-seulement de justifier de la connaissance du Grec et du Français, ce qui est une condition *sine quâ non*, mais d'exhiber aussi un certificat d'études attestant qu'on a fait ses études encyclopédiques dans un Gymnase (Lycée) de l'Etat. Cette condition est facultative il est vrai, n'etant pas encore consacrée par une loi; mais il est extrêmement rare que le ministre s'en écarte.

La connaissance de l'Anglais est aussi prise en considération.

Dans tous les autres emplois diplomatiques, à savoir, daas les postes de Secrétaire Général du Ministère, Chef de Division de 1e et de 2e classe, ou bien dans ceux de Ministre Plénipotentiaire, Chargé d'Affaires, Secrétaires, et Attachés de Légation, la nomination dépend uniquement du jugement du ministre et de l'agrément du roi.

Toutefois, les besoins du service et la capacité de l'individu sont pris en considération, et ordinairement les personnes ayant un grade universitaire et particulièrement un diplôme de docteur ou de licencié en droit, ou bien celles qui se seraient distinguées dans les grades inférieures, sont préférées.

2e *Question.* Dans quelle classe sociale les employés diplomatiques sont-ils ordinairement choisis?

R. En Grèce, il n'y a pas de classes privilégiées ni de distinctions sociales. Tout citoyen Grec peut aspirer à un emploi diplomatique et l'obtenir, pourvu qu'il y soit jugé capable. Seulement, on préfère ordinairement, ainsi qu'il vient d'être dit, pour les postes diplomatiques, aussi bien que pour les postes consulaires, les personnes ayant un diplôme de docteur ou de licencié en droit.

3e *Question.* Quels sont les examens, et s'il y en a, qu'on doit subir comme preuve de capacité lors de l'entrée au service ou de la promotion?

R. En dehors de l'épreuve qu'on doit subir, comme ci-dessus, pour être nommé attaché au Ministère des Affaires Etrangères, il n'y en a pas d'autre pour les employés diplomatiques du service central ou des légations de quelque rang qu'ils soient.

Seulement, les jeunes de langues ou élèves-interprètes attachés à la Légation de Constantinople sont obligés en vertu d'une loi en vigueur, de subir, chaque année, devant une Commission composée du premier et du second drogman de la légation et du professeur de la langue Turque, un examen dans cette langue pour faire voir leurs progrès.

Comme ces jeunes gens sont destinés à former de bons interprètes au service du Gouvernement, ils sont renvoyés du service si le résultat de leurs examens annuels n'est pas satisfaisant.

4e *Question.* Quels sont les appointements qu'on touche en entrant au service, ou en étant transféré d'une place à une autre?

En entrant au service on touche les appointements de la place à laquelle on vient d'être nommé.

Si l'on est transféré à une autre place, on touche les appointements de cette dernière, mais seulement à partir du jour où l'on prendrait possession de ses nouvelles fonctions.

On touche encore, dans le second cas, une indemnité pour les frais de déplacement, accordée par le Gouvernement et proportionnée aux circonstances particulières de l'employé transféré, par exemple, s'il est ou non marié, s'il a ou non une nombreuse famille.

5e *Question.* Quels sont les grades dans le service, et d'après quel système l'avancement est réglé?

R. Les grades dans le service central sont:—

1. Secrétaire Général du Ministère;
2. Chef de Division de 1e classe;
3. Chef de Division de 2e classe;
4. Secrétaire Ministériel de 1e classe;
5. Secrétaire Ministériel de 2e classe;
6. Attaché de 1e classe;
7. Attaché de 2e classe;
8. Apprenti Diplomatique ou surnuméraire.

Les grades des autres employés diplomatique sont:—

1. Envoyé Extraordinaire et Ministre Plénipotentiaire;
2. Ministre Résident;
3. Chargé d'Affaires;
4. 1er Secrétaire de Légation;
5. 2e Secrétaire de Légation;
6. Attaché (non payé).

Dans la catégorie des employés diplomatiques rentrent aussi les drogmans, attachés à la légation de Grèce à Constantinople, dont les grades sont:—

1. 1er Interprète de la Légation;
2. 2e Interprète de la Légation;
3. 3e Interprète de la Légation;
4. 4e Interprète de la Légation;
5. Elève Interprète ou jeune de langues.

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Les grades dans le service consulaire sont:—

1. Consul Général;
2. Consul;
3. Vice Consul; et Chancelier de Consulat Genéral et Drogman de 1e classe;
4. Chancelier de Consulat et Drogman de 2e classe;
5. Commis.

Le poste d'Ambassadeur n'existe pas de fait en Grèce.

Pour ce qui est de l'avancement, l'ancienneté en même temps que la capacité en décident: ainsi, entre deux employés ayant la même capacité le plus ancien sera préféré, mais entre deux employés de capacité différente, ce n'est pas le plus ancien, mais le plus capable qui doit être préféré.

6e *Question.* Quelles sont les attributions de chaque membre particulier des chancelleries diplomatiques?

R. En ce qui concerne le service central du ministère il est reglé:—

1. Par l'Ordonnance Royale en date du $\frac{13}{25}$ Avril 1833, sur l'organisation et le compétence du Ministère de la Maison du Roi et des Affaires Etrangères.
2. Par l'Ordonnance du ^{3} Avril sur le service des Ministères.
3. Par la Loi du $\frac{3}{15}$ Juin 1846, sur l'organisation des Ministères.
4. Par l'Ordonnance du $\frac{21 \text{ Fevrier}}{4 \text{ Mars}}$ 1856, sur les attributions du Secrétaire Général du Ministère.
5. Enfin par le réglement intérieur du Ministère.

Presque tous ces documents sont contenus dans le recueil qui vient d'être publié sous le titre de "Guide Consulaire." Les dispositions les plus essentielles de ces actes publics sont les suivantes:—

D'après l'article de l'Ordonnance du $\frac{13}{25}$ Avril 1833, "sur l'organisation et la compétence du Ministère de la Maison du Roi et des Affaires Etrangères," a compétence de ce departement s'étend sur tous les agents diplomatiques et consulaires nommés par le roi, de quelque rang qu'ils soient.

D'après l'article 4 de la même ordonnance, les attributions du Ministère des Affaires Etrangères comprennent:—

1. La défense et la sauvegarde des intérêts de l'état dans tous ses rapports avec l'étranger; les négociations et correspondances avec les Gouvernements étrangers et leurs agents diplomatiques accrédités en Grèce; les instructions à donner aux agents diplomatiques et consulaires du roi à l'étranger, ainsi que la correspondance tenue avec eux; la négociation, conservation, et exécution des traités conclus avec les puissances étrangères.
2. La correspondance officielle du roi avec les souverains et les gouvernements étrangers.
3. Tout ce qui se rattache aux conventions privées, ainsi qu'aux droits privés de la maison royale.
4. La défense des intérêts des sujets Grecs dans les états étrangers.
5. La transmission de la correspondance entre la Cour de Rome et ses autorités ou agents d'une part, et le clergé Catholique du pays de l'autre.
6. La délivrance et le visa des passeports pour l'étranger, ainsi que la légalisation des documents destinés à l'étranger.
7. La délivrance, avec l'agrément du roi, de permissions d'entrer au service d'un état étranger ou d'accepter les décorations, pensions, ou autres remunérations accordées par un souverain ou gouvernement étranger.
8. L'émigration et l'exportation des biens.
9. Les demandes en naturalisation.
10. Tout ce qui se rattache à la chancellerie des ordres du pays.
11. La haute direction et conservation des archives de l'état et de la maison royale.

L'Ordonnance du 21 Février 1856 a précisé les attributions et les devoirs du Secrétaire Général.

Aux termes de cette ordonnance, celui-ci, outre la section ou division dont il doit avoir la direction immédiate, doit aussi présider, sous les ordres du ministre, à l'expédition de tout le service du département, et avoir la surveillance du personnel, du registre, du protocole, du bureau de l'expédition, des archives, et du matériel en général du ministère; tout ce qui touche les nominations, promotions, mutations, destitutions, gratifications, secours, congés, et peines disciplinaires est du ressort du Secrétaire Général, qui prépare le travail relatif à ces sujets et le soumet à l'approbation du ministre. Le Secrétaire Général peut convoquer les chefs de divisions en conférence pour prendre leur avis sur des affaires importantes, ou préparer conjointement avec eux, toutes les fois qu'il le jugera nécessaire, des projets de lois ou de traités, des ordonnances d'ordre général et des instructions. Les chefs de division, avant de soumettre leur travail au ministre, sont tenus de la communiquer au Secrétaire Général, qui peut le reviser ou le modifier totalement ou en partie. Le Secrétaire Général signe aussi, sous la formule "par autorisation du Ministre," toutes les pièces d'une importance secondaire, comme par exemple celles qui se rattachent à la transmission ou à la demande de reseignements, à la préparation, et au contrôle des budgets et des comptes d'exercice du ministère, à des notifications publiques, à la transmission de pièces judiciaires, au renvoi de pièces fautivement adressées au ministère, enfin

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enfin à la demande d'avis et de consultations ou au renvoi d'une affaire pour être soumise à un examen plus approfondi.

D'après le réglement intérieur, le ministère est divisé en trois sections ou divisions:—

La première comprend: le service diplomatique en général; les missions extraordinaires; les réglements généraux des légations du roi à l'étranger; les réglements généraux des consulats; la nationalité et la naturalisation Helléniques; les inscriptions dans les communes; les passeports pour l'étranger; la sécurité et la tranquillité de l'état; la violation du territoire Hellénique; l'émigration; la chancellerie des ordres nationaux; les réfugiés, leur extradition ou leur mise en liberté; les circonscriptions des autorités consulaires; l'établissement par Ordonnance Royale ou par loi de postes diplomatiques ou consulaires; les traités, les conventions, et les arrangements internationaux de toute sorte avec les puissances étrangères.

La seconde section comprend: les demandes d'indemnités, et autres droits de sujets Grecs et étrangers; la compétence judiciaire des consuls en matière civile et commerciale; la compétence judiciaire des consuls en matière criminelle; toute affaire judiciare civile ou criminelle, qui n'aurait pas pris un caractère diplomatique ou ne serait pas devenu l'objet d'une négociation diplomatique; les legs et donations faits à l'état ou aux établissements de bienfaisance publique en Grèce; les héritages et successions; les affaires des Ottomans en Grèce, et leurs différends ayant pour object des immeubles situés en Grèce; le commerce et la navigation: les emprunts; la comptabilité en général.

La troisième section comprend: la reconnaissance des consuls étrangers: les captifs et prisonniers; les antiquités; les permissions aux sujets Grecs d'accepter des nominations, des décorations, des dons et des postes étrangers; la Maison du Roi, à savoir, avènement au trône, départ et arrivée de leurs Majestés ou des Princes de leur maison; la courtoisie internationale et les audiences de Sa Majesté; l'arrivée et le départ des Princes étrangers; les communications adressés aux ministres et consuls étrangers; les communications addressées aux ministres et consuls étrangers à Athènes, sur la demande des autres départements, concernant des objets qui ne seraient pas de la compétence des autres sections; les journaux Grecs et étrangers; les sciences et les arts; les étudiants Grecs à l'étranger; les événements des cours étrangères; les recommandations de sujets Grecs et d'étrangers; la presse et les affaires de presse; le cérémonial en général; les décès et les mariages; la santé publique; l'imposition de droits différentiels, de droits de port et autres sur les bâtiments étrangers; les conscrits réfractoires et les déserteurs de l'armée Hellenique; le brigandage et la piraterie; les frontières de l'état, la carte de la Grèce et les affaires des frontières.

Par l'Ordonnance en date du $\frac{19 \text{ Juin}}{1 \text{ Juillet}}$ 1856, un Conseil du Contentieux International a été institué auprès du Ministère des Affaires Etrangères. Ce conseil est composé de cinq membres, à savoir, d'un Député, d'un Sénateur, du Procureur-Général à la Cour de Cassation, du Doyen de la Faculté du Droit de l'Université, et d'un membre des plus distingués du barreau d'Athènes, désigné, comme les deux membres des Corps Législifs, par le ministre.

Un des chefs de divisions du ministère remplit les fonctions de référendaire auprès du conseil.

Le conseil a voix consultative; ses attributions consistent à exprimer son avis sur toutes les questions du contentieux internationales, ainsi que sur celles naissant des traités et des conventions sur lesquelles il serait appelé à se prononcer. Les fonctions des membres du conseil sont gratuites.

En ce qui concerne les attributions de chaque membre particulier des chancelleries diplomatiques à l'étranger, il faut faire une distinction entre le service de nos chancelleries diplomatiques en Europe, et celui de notre légation à Constantinople. Cette distinction est nécessairement commandée par la nature des choses et l'état actuel de notre service diplomatique. Ainsi, le chef de toute mission doit expédier, aidé de ses secrétaires et attachés, s'il y en a, mais sous sa propre responsabilité, tout le service de la chancellerie.

Comme le personnel des missions du roi à l'étranger n'est pas nombreux, il n'a pas été jugé nécessaire de fixer en détail les attributions de chaque membre des chancelleries diplomatiques. D'ailleurs cette mesure viendrait-elle à être prise, elle n'aurait pas une grande valeur pratique, vu la simplicité de notre service diplomatique en Europe.

En effet le Ministre de Grèce n'aurait pas à y intervenir à chaque moment pour protéger les intérêts de ses nationaux, du moment que ceux-ci jouissent, à l'égal des indigènes, des bienfaits d'une législation civilisée. Il se borne par conséquent à remplir les devoirs purement politiques de sa charge qui lui sont tracés par les intérêts de son pays. Il est bien entendu cependant qu'il doit non seulement éclairer son souverain et son pays sur les événements politiques du jour en général, et sur ceux qui influenceraient les intérêts de sa patrie en particulier, mais aussi leur communiquer tout ce qui se passe de remarquable en fait de législation, de sciences, d'arts, d'instruction publique, d'agriculture, de santé et d'hygiène publique, &c., dans le pays où il est accrédité.

Mais il n'en est pas de même de la Légation de Grèce à Constantinople, où d'un côté les intérêts de l'état, et de l'autre les intérêts multiples d'un grand nombre de ses sujets qui y sont établis dans un but commercial, et qui maintes fois se trouvent exposés à l'arbitraire et à la cupidité des fonctionnaires subalternes, ainsi que ceux de sa marine marchande, réclament un personnel beaucoup plus nombreux que celui des autres légations du roi.

Vu la nature du service, la Légation de Grèce à Constantinople est divisée en trois chancelleries:

1. La

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1. La Chancellerie Diplomatique proprement dite, composée du Chef de la Mission, d'un Premier et d'un Second Secrétaire de Légation et d'un nombre illimité d'Attachés non payés.

2. La Chancellerie du Drogmanat, composée d'un premier, d'un second, d'un troisième, d'un quatrième Interprètes, de trois Elèves Interprètes, ou jeunes de langues, et d'un professeur de la langue Turque.

3. La Chancellerie Commerciale, composée d'un Consul Chancelier, de deux Juges Assesseurs, de quatre Secrétaires de 1e classe, de deux de 2e classe, de treize Commis et d'un Officier du Port. Cette Chancellerie est subdivisée en trois bureaux: 1. Le Bureau Commercial et Judiciaire, dirigé par le Consul Chancelier, ou, en son absence, par un Secrétaire de 1e classe. 2. Du Bureau de Galata (de récente création), institué pour accorder le plus de facilités possibles à notre marine marchande, et dirigé par un des Secrétaires de la Chancellerie Commerciale sous les ordres immédiats du Consul Chancelier de la Légation; et 3, Du Bureau de l'Officier du Port.

Le Chef de la Mission a la haute main dans l'expédition du service des différentes Chancelleries; investi d'une autorité que sa position même commande, il a toute la responsabilité de leurs actes, ainsi que des siens propres. D'après l'Article des instructions Consulaires, il a une égale autorité sur tous les Consuls de Grèce, résidant dans l'Empire Ottoman, qui relèvent de lui, et qu'il doit éclairer et guider par ses instructions et ses conseils.

Le Chef de la Légation fixe les attributions de chacun des employés placés sous ses ordres.

7e *Question.* Quels sont les rapports existant entre le Chef et les employés inférieurs de la Mission; quel contrôle peut-il exercer sur eux?

R. Les employés inférieurs de la Mission (Secrétaires, Attachés, Interprètes) sont tenus de se conformer aux ordres de leur Chef (Ministre ou Chargé d'Affaires), en tant que celui-ci ne s'écarte pas des dispositions, des lois, des ordonnances, et des réglements en vigueur dans le royaume. Seulement le Consul-Chancelier est indépendant en ce qui concerne ses attributions judiciaries, puisqu'à cet égard sa position est assimilée à celle d'un Président de Tribunal de Premier Instance.

Le Chef de la Mission peut exercer sur eux le contrôle que tout chef de service peut exercer en Grèce. Ainsi, il peut réprimander verbalement ou par écrit l'employé qui aurait failli dans l'accomplissement de ses devoirs, et lui imposer une peine disciplinaire, consistant à une amende proportionnée au degré de sa faute; mais il n'a pas le droit de destitution, qui appartient au Ministre: il peut seulement suspendre provisoirement un employé, et en attendre l'approbation du Ministre.

8e *Question.* Quels sont les privilèges dont jouissent les employés inférieurs des Missions en fait de logement et de nourriture?

R. D'après l'Article 3 de la Loi du $\frac{29 \text{ Octobre}}{6 \text{ Novembre}}$ 1853, sur l'établissement de Missions à l'étranger, les Secrétaires de Légation non mariés, et payés par l'Etat, ont leur logement et leur table chez leur Chef, et lorsque dans une Légation il n'y aurait pas de Secrétaire, ou lorsque le Chef de la Mission ne consentirait pas à accorder le logement et la nourriture au Secrétaire, une somme fixée en proportion par Ordonnance Royale est défalquée des émoluments de son Chef.

9e *Question.* Quels sont les émoluments dont jouissent le Chef et les autres membres de la Mission, et d'où ils sont pris, ainsi que les allocations, gratifications, loyer de maison, et frais de représentation?

R. Les émoluments du Chef de la Mission sont fixés chaque année par le budget des dépenses. Ils diffèrent suivant les différentes localitiés et l'état social du Ministre.

Il est à remarquer cependant que seulement la somme de 500 drachmes par mois est considérée comme constituant les appointements proprement dits des Ministres du Roi à l'étranger, et que par conséquent le quart seulement de cette somme est susceptible de saisie pour dettes, le reste étant considéré comme frais de représentation, et n'étant pas pour cela susceptible de saisie.

Le Gouvernement accorde aussi aux Chefs de Mission en dehors de leurs émoluments une somme également fixée par le Budget annuel de l'Etat pour servir aux frais du bureau. Le Gouvernement n'accorde point au Chef de Legation des allocations à part pour leur loyer.

Les fonds destinés au paiement des émoluments des chefs et des autres membres de la mission sont fixés, ainsi qu'il a été dit plus haut, par le budget annuel, et sont pris sur la caisse de l'Etat. Le Chef de la Mission do it parcontre rembourser intégralement à l'Etat le produit des droits perçus à la Chancellerie au profit du fisc.

10e *Question.* Quels sont les frais des première installation et de voyage?

R. Le Gouvernement accorde au Chef de Mission une fois pour tout une somme pour les frais de leur premier établissement et de leur voyage. Ces frais varient suivant les cas particuliers.

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Appendix, No. 1.

11*e Question.* Quelle est la nature des dépenses extraordinaires allouées à chaque Mission?

R. En Grèce il n'y a pas de dépenses extraordinaires allouées a chaque Mission, mais il arrive que le Gouvernement accorde quelquefois des secours extraordinaires aux Chefs de Mission; c'est lorsque ces derniers auraient encourou des dépenses imprévues et justifiées.

12*e Question.* Quel est le système d'après lequel on accorde les congés; si l'absence en congé comporte quelque deduction des émoluments? Quels sont les appointements dont jouit la personne qui remplace le ministre absent, et quelles sont les obligations qui lui incombent?

R. D'après l'Article 31 de la loi sur la comptabilité générale, les appointements des employés absents en congé sont diminués de la moitié. Ils cessent tout-à-fait si le congé a éte demandé pour l'étranger, ou s'il dure plus d'un mois. Sont exceptés de la présente disposition les employés absents en congé pour cause de santé, à qui pourra être accordé, par Ordonnance Royale, un congé jusqu'à trois mois au maximum, avec jouissance de la moitié ou de la totalité de leurs appointements.

Mais il faut que l'état de leur santé soit dûment constaté par un certificat, portant les signatures de deux docteurs-médecins.

La personne qui remplace le Chef de la Mission absent touche, indépendamment de ses propres émoluments, le quart des appointements du Ministre. Cette somme en est déduite si celui-ci est absent en congé pour cause de santé ou autrement. Elle ne l'est pas s'il est absent de son poste par ordre de son propre Gouvernement, ou pour affaire du service. Dans ce dernier cas, cette somme est à la charge de l'Etat. Le remplaçant, qui a le titre de Chargé d' Affaires par intérim, a les mêmes obligations que le ministre absent.

13*e Question.* Quelle relation existe-t-elle entre le Service Diplomatique et le Service consulaire? Quelles sont les régles de préséance entre les deux services pour tous les grades, et comment la permutation d'employés se fait-elle entre les deux services?

R. Les consulats rélèvent en général des légations respectives, s'il y en a bien entendu dans les pays où ils sont établis. Mais dans les pays hors de Chrétienté, comme, par exemple, en Turquie, où les consuls sont investis d'un caractère diplomatique, puisqu'ils jouissent du droit d'exterritorialité et sont plusieurs fois appelés à agir en conséquence, les consuls doivent entretenir des rapports beaucoup plus étroits que leurs autres collégues d'Europe avec le Chef de la Légation.

On ne saurait préciser les règles de préséance entre les deux services. Les employés diplomatiques ont toujours le pas sur les employés consulaires, mais lorsque ceux-là jouissent d'un grade qui vient sur la même ligne que celui de ces derniers. Ainsi, par exemple, un Secrétaire de Légation peut avoir le grade de chef de division au ministère de le 1e ou de 2e classe. S'il est de 2e classe il aura le pas sur un consul, mais non pas sur un Consul Général, puisque le grade de consul correspond à celui de chef de division de 2e classe, et le grade de Consul Général à celui de chef de division de le 1e classe.

Les vice consuls et les chanceliers des consulats-généraux ont le grade de secrétaires ministériels de 1e classe; les chanceliers des consulats, s'ils ne sont pas en même temps Vice-Consuls *ad honorem*, ont le grade de secrétaire ministériel de 2e classe. Le poste d'Elève-Consul n'existe pas dans notre service.

En ce qui concerne les drogmans de la légation de Grèce à Constantinople, le premier a le grade de chef de division de 1e classe; le second, de chef de division de 2e classe; le troisième, de secrétaire ministériel de 1e classe; le quatrième, de secrétaire ministériel de 2e classe. Les jeunes des langues, enfin, ont le grade d'attaché du ministère. Les drogmans des consulats ont le grade de secrétaire ministériel de 1e ou de 2e classe. Il est bien entendu que les employés du ministère ont le pas sur tous les autres employés diplomatiques ou consulaires du même rang.

Le grade de ministre résident est assimilé à celui de secrétaire-général du ministère, mais le ministre résident a le pas sur le secrétaire-général.

Pour ce qui est de la permutation d'employés entre les deux services, il faut prendre en consideration qu'en Grèce les deux services ne sont pas entièrement distincts. Bien au contraire, comme la plupart de nos consuls se trouvent en Orient, où ils sont revêtus par leur position même dans des pays hors de Chrétienté d'un caractère diplomatique, on pourrait dire que les deux services dans ces pays ne font plus qu'un.

Mais abstraction faite de cette situation particulière des nos agents consulaires en Turquie, le consul comme agent internatonial là même où il ne jouirait pas des privilèges dont jouissent les employés diplomatiques, là même où il n'aurait pas à la rigueur que le caractère d'un agent commercial, comme dans tous les Etats civilisés de l'Europe et de l'Amérique, il ne devrait pas non plus être exclu du service diplomatique s'il y est apte. En effet, tout en vouant son attention à la protection du commerce et de la navigation de ses nationaux, le consul doit aussi éclairer son Gouvernement et le Chef de la Mission dont il relève, surtout ce qui se passe d'intéressant dans le lieu de sa résidence. Dans le pays même ou il n'y pas de Légation Hellénique, le consul pourra être chargé de traiter avec le Gouvernement des questions du ressort de la diplomatie. C'est pour cela que les deux services sont étroitement liés entre eux en Grèce, et que la permutation d'employés

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y a fréquemment lieu. C'est que, conformément aux idées reçues aujourd'hui en Europe sur la matière, le Législateur a voulu chez nous que les consuls puissent concourir à la formation, pour ainsi dire, des cadres de nos missions diplomatiques.

14*e Question.* Que est le système des pensions de retraite, pour cessation de fonctions temporaire ou permanente ?

R. Le Gouvernement a depuis longtemps ordonné l'élaboration d'un projet de loi sur les pensions de retraite.

Le projet de loi repose sur les mêmes bases que les institutions de même genre en France, et il avait été soumis à la Chambre des Députés dan une des précédentes Législatures, mais il n'a pas eu de suite ; le Gouvernement pense à le compléter et à le soumettre de nouveau à la sanction des Chambres. Toutefois, le Ministère peut disposer d'une petite somme qui figure dans son budget des dépenses, à dater de l'année 1861, pour payer une pension de retraite provisoire à ceux des employés diplomatiques au consulaires qui ne sauraient plus servir, et qu'il serait injuste de laisser sans emploi ni pension.

15*e Question.* Quelle est la relation existante entre le service diplomatique et le Ministère des Affaires Etrangères, concernant la permutation d'employés ?

R. La législation n'impose aucune restriction au droit du Gouvernment de transférer les employés du service central aux Législations ou aux Consulats du Roi à l'etranger, et *vice versâ*.

16*e Question.* Ya-t-il quelque réglement quant au nombre d'heures pendant lesquelles chaque Chancellerie Diplomatique doit être ouverte chaque jour, ou cela dépend-il de la volonté du Chef de la Chancellerie ?

R. Les Chancelleries Diplomatiques doivent se conformer exactement quant au nombre des heures de travail aux dispositions des Ordonnances du 22 Novembre, 1833, et du $\frac{4}{16}$ Avril 1848, sur les heures de travail dans les bureaux publics.

D'après la première de ces Ordonnances, les heures de travail sont fixées à huit par jour. Les bureaux, à partir du $\frac{22 \text{ Avril}}{5 \text{ Mai}}$ jusqu'au $\frac{26 \text{ Octobre}}{7 \text{ Novembre}}$, c'est-à-dire, pendant la belle saison, doivent être ouverts à huit heures du matin ; à partir de la St. Démétrius jusqu'à la St. Georges, c'est à-dire, pendant la saison d'hiver, ils doivent être ouverts à neuf heures du matin.

Néanmoins si les heures fixées ne sont pas suffisantes pour l'expédition du service, on est obligé de prolonger son travail.

Pendant les Dimanches et les jours fériés, le travail n'est que de quatre heures.

Les jours fériés sont :—

1. Le jour de l'an.
2. L'Epiphanie.
3. Le $\frac{25 \text{ Janvier}}{6 \text{ Fevrier}}$, anniversaire de l'arrivée du Roi.
4. L'Annonciation.
5. Le Vendredi et le Samedi Saints.
6. Le premier et le second jour de Pâques.
7. Le premier et le second jour de la Pentecôte.
8. La St. Georges.
9. L'Ascension.
10. La St. Paul et St. Pierre.
11. L'Assumption.
12. La St. Démétrius.
13. Les deux jours de Noël.

D'après l'Ordonnance du $\frac{4}{16}$ Avril, 1848, les heures de travail pendant tous les jours de la semaine sainte ont été fixées à quatre, excepté bien entendu pour les cas de service urgent lorsque le travail doit nécessairement se prolonger au delà du terme fixé. Cependant dans l'application de ce réglement, les heures de travail se reduisent ordinairement à six par jour, et les jours de Dimanche et de grandes fêtes les bureaux sont fermés les cas urgents.

17*e Question.* Les Ministres du Roi à l'étranger se procurent-ils à leurs frais le papier, les plumes, &c., les passeports, at les autres objets de la Chancellerie ?

R. Le Gouvernement accorde à chaque Légation une somme pour subvenir à tous les frais du bureau.

Par conséquent le Chef de la Mission doit se procurer sur cette somme tout le matériel de son bureau ; à savoir, papier, plumes, encre, passeportes, &c.

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HANOVER.

— No. 13. —

Appendix, No. 1. Mr. *Howard* to Lord *John Russell*.—(Received November 19.)

My Lord, Hanover, November 12, 1860.

YOUR Lordship having, by your circular despatch of the 25th ultimo, done me the honour, in common with Her Majesty's other diplomatic agents abroad, to convey the wish to receive from me any observations and suggestions which I may have to offer respecting the present constitution and working of Her Majesty's diplomatic service, I beg to submit the following remarks for your lordship's indulgent consideration, premising that I am now of thirty-two years' standing in it, and that my time has been spent at the courts of Bavaria, Prussia, the Netherlands, Brazil, Portugal, and Hanover.

In the first place, I beg to observe that it cannot be otherwise than a subject of gratification to Her Majesty's diplomatic servants that the service to which they have the honour to belong should of late years have been such an object of increased solicitude on the part of successive Secretaries of State for Foreign Affairs, and to express the opinion that, the more it is rendered a profession in which its members can look forward to regular promotion and honourable distinction, the more efficient it is likely to become.

It has not unfrequently been the fashion in England to represent Her Majesty's diplomatic servants as being inferior as a body, in capacity and acquirements, to the diplomatists of some other countries; and the notice of a motion next session for a Committee of Inquiry into the diplomatic service evinces, to say the least, a certain degree of distrust in its present efficiency.

My own experience has, however, brought me to the conviction that no country is served more efficiently or more honestly by its diplomatic agents than Great Britain, and that the diplomatic agents of no foreign country inspire more respect, or uphold more successfully the honour and dignity of their own country abroad than Her Majesty's diplomatic servants.

Few countries can, I conceive, boast of more distinguished diplomatists than the late Lords Heytesbury, Stuart de Rothesay, Beauvale, Granville, and Cowley, Sir Charles Bagot, Sir Charles Vaughan, and many others. I have only quoted the names of diplomatists no longer alive, so as to avoid establishing comparisons amongst those now living; but I consider that there are amongst Her Majesty's Ambassadors and Ministers, either in retirement or still actually employed, men fully equal to the diplomatists I have named, and that in the junior branches of the service there is no want of men qualified, from their intelligence, knowledge, and industry, eventually to fill the highest posts; and I may here be permitted to express my opinion that a man who has been regularly trained for diplomacy, and has acquired the necessary tact and experience in dealing with foreigners, makes a much better diplomatic agent than a man of more transcendent abilities, who has not undergone the same school, and who does not possess the same practical knowledge of foreign countries.

It appears to me that the frequent publication during late years of the correspondence of Her Majesty's representatives abroad, whether on the great political questions and negotiations of the day, or on the claims of British subjects, has been calculated to set public opinion right concerning their merits by showing that they have kept their Government well informed, and that they have been deficient neither in zeal nor ability in defending the views of their Government, or in watching over the interests of their countrymen.

But this very publicity which, in the above-mentioned respect, can only be favourable to Her Majesty's representatives abroad, entails upon them disadvantages as compared to their colleagues, the diplomatic agents of the other Great Powers who have not the same system; for whatever personal confidence a Minister for Foreign Affairs or his foreign colleagues may repose in a British diplomatic agent, the apprehension of having their communications to him, even when of a confidential nature, published in the Parliamentary Blue Books, and of being thereby compromised, renders them more reserved towards him than they would otherwise be, or than they are with other diplomatic agents.

So extended a system of publicity has likewise another inconvenience, viz., that it imposes upon a British diplomatic agent a greater degree of reserve in his official correspondence with his own Government, while it obliges him to resort to a greater degree than would otherwise be necessary to the practice of private correspondence with the Secretary of State for Foreign Affairs, which has occasionally been animadverted upon in Parliament.

For these reasons I am of opinion that the publication of the correspondence of Her Majesty's representatives abroad ought to be confined within the narrowest limits of Parliamentary necessity, so as to avoid their utility being impaired.

Being of opinion that nothing is more essential for a public servant than to have received a good education, I saw with satisfaction the introduction of an examination as a test of qualification for admission into the diplomatic service. The necessity of such an examination

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examination I consider the greater. because the course of instruction in our public schools and universities being so much confined to the classics, and not embracing those branches of knowledge the possession of which is requisite for a person to be employed abroad, no certificate of proficiency given, say by one of our universities, and which otherwise might be received as an adequate test of qualification, would furnish the desirable proof of fitness on the part of a candidate for admission into the diplomatic service.

I can only approve of the regulations for the examination of unpaid attachés. I think that the term for which such attachés are to be employed at the Foreign Office, previously to joining their post, ought not, under ordinary circumstances, to be less than six months, as I think nothing is better calculated than such employment to give a young man a good knowledge, not only of the forms of business as carried on at the Foreign Office, but likewise of the general bearings of our political relations.

My own opinion would lean to there being but one examination before the Civil Service Commissioners, viz., that for unpaid attachés, and to its being left to the Secretary of State for Foreign Affairs to determine whether an unpaid attaché is qualified for promotion as paid attaché, because I consider that the Secretary of State has at his disposal much better means than the Commissioners of judging of the practical fitness of an attaché for advancement.

But assuming that no change is likely to be made in the regulations according to which a second examination is to take place before the Commissioners previously to an unpaid attaché being confirmed as a paid attaché, I beg to point out the expediency of a modification of the second provision of the regulations for that examination, prescribing that "candidates, on being examined on promotion, will be required to draw up a report on the general, commercial, and political relations of the several countries in which they have resided, on the internal polity and the administration and social relations of such countries, and on the character of the people."

Nothing, I conceive, tends more to generalise the knowledge of a young man, and to fit him at a later period for a greater variety of posts, than if, whilst he is in the lower grades of diplomacy, the opportunity is afforded to him of seeing different countries.

I should, therefore, not be in favour of keeping him longer at one post than the time necessary for him to acquire a fair knowledge of the country in which he resides and of its language, say from one to two years; but such a system cannot evidently be carried out if such comprehensive reports as those prescribed by the regulations I have quoted are required of him, and he himself would be disposed to try to avoid a change of post. Moreover, although, in some missions an unpaid attaché would have time for such profound studies, in others, where the work is so constant, he would not have it, without, perhaps, withdrawing from society, and this would be another evil; for I consider that nothing is more conducive to improve a man's knowledge of the country in which he resides than to frequent its society, and to be brought into contact not only with books but with men.

I am, therefore, of opinion that only one such written report should be required, and that this report should be for the last country in which the attaché may have resided before going up for his examination for paid attaché.

Approving as I do generally of a system of examination, I think it would be inexpedient to carry it too far, for it is not learning alone that makes good practical diplomatists; and in those countries where the system of examination is the most stringent, as in Prussia, it has been found necessary to admit of numerous relaxations and exemptions, in order to get men otherwise qualified for the career.

It appears to me that it would only be fair, now that an examination is imposed upon candidates for admission into the diplomatic service, that the present class of unpaid attachés should receive some small subvention, by way of remuneration for their services, in the same manner as the junior clerks of the Foreign Office are indemnified; but if this should not be feasible, I beg to suggest that, supposing the system of having only one secretary with paid attachés to be continued, the number of paid attachés should be increased; that paid attachés should be named to those legations where, at present, there are none, as at Hanover, for example; that all the attachés at Rio de Janeiro and other parts of South America should be paid, and that the salaries of those already employed there, as well as of the secretaries of the legation, should be raised, so as to render them more proportionate to the great expense of living in those parts.

The recommendation, however, which I venture to submit more particularly for your lordship's favourable consideration, is the creation of posts of second and third secretaries of embassy and of legation, furnished with the Queen's Commission. Such grades exist, as your lordship is aware, in the diplomatic services of almost all the great powers of Europe, independently, in some of them, of the further grade of counsellor of embassy and of legation.

The introduction of these grades into our own service would be a great boon, as it would increase the numbers of those members of it whose services are counting for their pensions, and would, besides, contribute to soothe the feelings of many a man to whom it is galling, notwithstanding, increasing years, still only to bear the title of attaché, whilst his foreign colleagues have long outstripped him.

I should therefore propose the creation of posts of second and third secretaries at all the embassies and larger legations, and of second secretaries at all legations; these secretaries would take the places of the present first and second paid attachés, and would advance in the same manner.

A small addition to their salaries would, I think, be necessary.

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Appendix, No. 1.

Should my proposal be carried out to its full extent, the grade of paid attaché would disappear, except in those cases where there are now more than two paid attachés at an embassy or legation. It would merge altogether in that of attaché, if it should be decided to pay all attachés.

The second examination would take place previous to an attaché being confirmed as a junior secretary.

Should, however, my suggestion concerning the appointment of second and third secretaries not be adopted, I beg to submit the propriety of allowing, as is the case in the diplomatic service of other countries, the services of a diplomatic employé to count for his pension from the date of his first appointment to a paid post, that is to say, from the period of his becoming a paid attaché.

The consequence of the slow course of promotion in our service is, that a considerable number of years elapses before an attaché attains a secretaryship of legation, and, with it, the Queen's Commission.

Now, as it is provided by the existing regulations "that no diplomatic pension whatever shall be granted to any person until the expiration of fifteen years from the date of his first commission, nor unless he shall have actually served ten years," it follows that a man is frequently far advanced in years before he has completed the necessary time of service for a pension, and that if, in the meantime, he should be disabled by ill-health from serving any longer, he has no pension whatever to fall back upon. As an exemplification I will only cite what might have been my own case:—After having served rather more than four years as unpaid attaché, upwards of twelve as paid attaché, and nearly eight as secretary of legation, I had a very serious illness, which was no doubt in part brought on by the overwork I had undergone during the years 1848-52.

Had I, instead of completely recovering, as I am thankful to say I did, been incapacitated for further service, as might have been apprehended, I should, notwithstanding nearly twenty-four years of hard service, have had no claim whatever to a pension. The case would, however, have been different if my services had counted from the time of my becoming a paid attaché.

There is, I believe, no provision in our service, similar to that which exists in most foreign services under the name of "disponibilité," for the case of a paid diplomatic officer being temporarily thrown out of employment by the suppression of his post, or being obliged, say by ill health, to give it up for a longer period than that for which it would be convenient for the public service to dispense with his services. This deficiency ought, I think, to be made up by the introduction of some regulation authorising the grant to such officer either of a proportion of his pay, or of a fixed allowance varying according to his rank.

I consider the rules laid down in your Lordship's circular despatch of the 6th of November of this year to certain missions, for the regulation of diplomatic chanceries, to be admirably adapted to meet their object, and to have exhausted the subject.

I am of opinion that it is very desirable to maintain the practice in our service, according to which the junior members of an embassy or legation are quite independent of their chief in respect to board and lodging.

The obligation under which the head of many foreign missions (such as the French, Austrian, and Prussian) are of boarding and lodging their secretaries, or of giving them a compensation, is an arrangement which seems to be distasteful not only to the chiefs but likewise to the secretaries, who would prefer a fixed augmentation to their salaries from their Government directly.

I quite approve of the system of requiring Her Majesty's Secretaries of embassy and legation to send in commercial and financial reports.

According to the instructions contained in the Earl of Clarendon's circular despatch of the 24th of February, 1857, secretaries of embassy and legation are required to send in half-yearly reports (on the 1st of January and the 1st of July) on the commerce, industry, and statistics of the country in which they reside; and by the supplementary instructions of your lordship's circular of the 24th of January of this year, they are further required, within thirty days from the commencement of the year, to send in a concise report, accompanied by such tabular returns as they may be able to procure, of the finances, public credit, shipping, commerce, manufactures, and agriculture, of the several countries in which they have resided during the past year.

Thus in the month of January of every year, a Secretary of embassy or legation has to send in two reports, embracing in several respects the same subjects.

Considering the difficulty in so many countries of collecting the necessary materials for these reports, and the time and labour required for compiling them, and, considering the numerous duties connected with the current business devolving upon the Secretary of an embassy or of a legation, I beg to submit whether it would not be feasible to reduce the number of the reports in question from three to two, that is to say, one yearly of the nature prescribed by the Earl of Clarendon's above-mentioned circular of 1857, and another, also yearly, in conformity with your Lordship's circular of this year, to be sent in January and July respectively. I believe that by this alteration Her Majesty's Government would not be the losers, as they would be more likely to obtain well-digested reports.

I will abstain from entering into the question of the salaries of Her Majesty's diplomatic servants, being persuaded that this subject will be treated of by some of my colleagues. I will confine myself to remarking that, for the most part, since those salaries were fixed the price of living abroad has doubled; that, from the greater number of their countrymen who

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who travel to all parts of the world, Her Majesty's representatives have greater expenses than those of other States; that from the exalted notions entertained abroad of the riches of Englishmen generally, and of English ministers in particular, higher prices are exacted from English diplomatists than from others, and moreover that English diplomatic agents only have to look to their salaries, whilst those of most other countries have other occasional sources of emolument or assistance, such as diamond snuff-boxes and decorations on the signature of treaties, on an extraordinary mission, or on the cessation of an ordinary mission, as well as remunerations for journeys beyond their cost.

In Russia the late Emperor Nicholas not unfrequently paid the debts contracted by his Ministers, and made presents, amounting in some cases to a whole year's salary to individual members of a mission, or even to a whole mission.

I now come to a point which I approach reluctantly, because I have the misfortune to differ respecting it from the regulations laid down by your Lordship; but being convinced that, in asking the opinion of Her Majesty's diplomatic agents abroad on the present constitution and working of Her Majesty's diplomatic service, it was your Lordship's intention that such opinion should be frankly given, I take the liberty of expressing mine without reserve.

I refer to the regulations contained in your Lordship's circular despatch of the 10th of February of this year, which received their complement by your Lordship's circular of the 31st of the following month of March, in regard to leave of absence in the case of the junior salaried members of the diplomatic service.

By these regulations facilities are afforded to secretaries of embassy and legation and to paid attachés for obtaining regular leaves of absence, viz., two months in each year, or four months every two years, with some additional weeks in each case for the journey; whilst in case of their obtaining an extension of such leaves, the innovation is introduced of deducting half their salary from the expiration of their original leave until the resumption of their duties.

The junior members of Her Majesty's diplomatic service can only, I conceive, be thankful for the kind feeling towards them which has been evinced by opening out to them the prospect of regular leaves; but without entering into the question whether the former system, according to which the leaves of the junior members were regulated by the requirements of the service, and by a harmonious concert amongst themselves, with their chiefs, and with the Secretary of State for Foreign Affairs, did not work well, I beg to point out some of the provisions of the new regulations which appear to me objectionable.

In the first place, by one of these provisions the permission to secretaries and paid attachés to take their leave once in two years is made subordinate to the understanding that before they apply for it they have been at their posts for so long a period, consecutively, as with their leave will complete two years of time. This condition, if strictly carried out, would, I think, be a hardship in some cases. It might happen that family affairs required a secretary or paid attaché to run over to England for a few days, which trifling absence would apparently vitiate all claim to an accumulation of leave.

It may be assumed that on account of the expense of moving, particularly with a family, many secretaries will prefer to run the leave of two years into one, but the restriction to which I have referred would materially affect the use of this privilege.

In the second place, with regard to the provision above quoted, placing secretaries and paid attachés on half salary for any term of extension of their original leave, it does not appear to me that such a means of pecuniary coercion is required for the purpose for which it is intended, viz., to prevent them from obtaining prolonged leave of absence, and thereby devolving on others the duties which they are appointed themselves to perform, because the Secretary of State for Foreign Affairs, in whom the sole power of granting leaves is vested, has other efficacious means at his disposal of controlling the leaves in question, first, from the half-yearly returns, sent in by the heads of embassies and legations, of the officers of their embassy or legation who have been absent on leave during the half-year; secondly, from the provisions of the Earl of Malmesbury's circular despatch of the 28th of February 1859, prescribing that whenever the head of an embassy or mission may have occasion to forward an application from any member of his embassy or mission, he is to mention at the same time the date of the last leave of absence granted to the applicant, and the length of time he has been residing at his post since its expiration; and thirdly, from the quarterly certificates which all the salaried members of the service are required to send home of their presence or absence from their posts, and because, from the gentlemanly feeling and *esprit de corps* which, according to my own experience, pervade the service, I am convinced that its members are actuated in their conduct towards their own colleagues by higher motives than those of pecuniary interest.

In a pecuniary light, I cannot but think the deduction will bear hard upon those to whom it is to be applied, and whose salaries are already very inadequate to meet the increased expenses of living at the present day, whilst the saving effected by it to the country will be so inconsiderable as to be hardly worth mentioning.

I am aware that there are similar regulations in the French service, but at the same time I know that they exist more on paper than in reality, being constantly set aside or evaded.

Moreover, I learn that no deductions are made from the salaries of the clerks of our Foreign Office when they obtain a longer leave than that which is fixed by the regulations.

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After what I have said, it is needless that I should add that I am in favour of abolishing the prescribed deductions from the salaries of the junior members of the service.

In my despatch of the 18th of February last, I took the liberty of laying before your Lordship various considerations in favour of granting to the heads of Her Majesty's embassies and missions abroad a certain amount, at least, of leave without a further deduction from their salaries than the amount of the allowance received by the chargé d'affaires during their absence, instead of placing them on half-salary the moment they quit their post.

Your Lordship replied to me by your despatch of the 28th of March of this year, that you did not think it advisable to alter the established regulations in this respect. I therefore abstain from re-opening the question. I will only remark, that according to my information, the head of a French mission can absent himself from his post on leave for 15 days without any deduction whatever being made from his salary.

With regard to the question of an interchange of persons between the diplomatic and consular services, I have to observe that I am decidedly of opinion that the duties and qualifications of each being different, the diplomatic service being essentially political, whilst the consular service is essentially commercial, the two services should be kept quite distinct.

An interchange, I am convinced, would not add to the consideration of the diplomatic service, nor to the efficiency of either service. But few instances occur to my mind of the transfer in foreign diplomatic services (exclusive of that of the United States, which is no profession at all) of consular officers to diplomatic posts, and these transfers were owing to peculiar and exceptional circumstances; whilst I have known several examples in the French, Russian, and Austrian services of the appointment of secretaries of legation to consular offices. But such appointments are, I think, as unfair upon any duly organized consular service as the transfer of consular officers to the diplomatic service would be. There may, however, of course be exceptions to every rule. Each service ought, I am of opinion, to have its own separate and regular system of advancement within itself.

In respect to an interchange between the diplomatic servants and the Foreign Office, I have already said that I consider that an attaché, before being sent abroad, should be employed, circumstances permitting, for at least six months in the Foreign Office; but beyond this, and the occasional attaching, such as has hitherto been practised, of a member of the Foreign Office to a special mission, or to an embassy or legation to fill up a temporary vacancy, I do not think such an interchange would be expedient. Its effect would probably be the absorption of one service in the other, which would not be desirable.

To sum up my views, I am of opinion that the working of Her Majesty's diplomatic service has proved its efficiency, and that the best means of improving it will be found in the observance of a regular system of promotion calculated to encourage those who have adopted it as their profession, without, however, fettering the discretionary power of the Secretary of State for Foreign Affairs to reward special services, and to select, for particular posts, such members of the service as he may consider to be peculiarly fitted for them.

In order to carry out the directions contained in the second part of your Lordship's despatch, I addressed to Count Platen on the 29th ultimo, after a verbal communication with him, the note of which I have the honour to annex a copy, soliciting the information desired by your Lordship respecting the diplomatic service of the Court of Hanover, and a few days afterwards I received from his Excellency a very obliging note, dated the 1st instant, covering a memorandum replying in the fullest manner to your Lordship's queries on that subject, together with copies of the general service instructions for the chiefs of Hanoverian missions, of the notification of the Minister for Foreign Affairs of the 17th of April 1856, relative to appointments in the diplomatic service and to diplomatic examinations, and of the civil service law of the 24th of June 1858, referred to in that memorandum. I accordingly transmit copies of the whole of these papers, and translations of all of them excepting the last named, the substance of which, as far as the Hanoverian diplomatic service is concerned, is amply given in the memorandum itself.

I am not aware that there is any point in the Hanoverian diplomatic regulations, thus communicated in such detail by Count Platen, to which it is necessary that I should call your Lordship's particular attention.

The Hanoverian diplomatic service is necessarily so limited that it can hardly serve as a model for our own, or enter into comparison with it. Your Lordship will perceive that the regulations for the admission of candidates into the diplomatic service were drawn up by Count Platen himself, who, previously to his appointment as Minister for Foreign Affairs, occupied a prominent position in it.

I will only add, that from what I have had the occasion of learning, the Hanoverian diplomatic agents, who are carefully selected, enjoy a very creditable reputation.

I have, &c.
(signed) *Henry F. Howard.*

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Enclosure 1, in No. 13.

Mr. *Howard* to Count *Platen*.

M. le Ministre, Hanover, 29 October 1860.

Lord John Russell having under his consideration the present constitution of Her Majesty's diplomatic service, and being desirous to acquire a full knowledge of the diplomatic system of other countries, has directed me to obtain from your Excellency as much information as possible in regard to the diplomatic service of the Court of Hanover.

I shall therefore be greatly obliged if your Excellency will be so good as to furnish me with the information solicited by Lord John Russell, and in order to put your Excellency in possession of the points upon which this information is more particularly desired, I have the honour of enclosing herewith an extract from a circular despatch addressed to me by his Lordship on the 25th instant, in which they are specified.

I beg to observe that Lord John Russell is desirous of receiving the information in question previous to the close of the year.

I avail, &c.

(signed) *Henry F. Howard.*

Enclosure 2, in No. 13.

Count *Platen* to Mr. *Howard*.

(Translation.) Hanover, 1 November 1860.

In consequence of the note of Mr. Howard, &c., dated the 29th ultimo, the undersigned has taken especial pleasure in answering, in a detailed memorandum which he hastens to communicate herewith to Mr. Howard, the questions made by Her Britannic Majesty's Minister of Foreign Affairs concerning the service of the Hanoverian diplomatic corps.

The undersigned ventures to entertain the hope that the memorandum, composed with the greatest possible completeness, will appear to Her Britannic Majesty's Government to present sufficient materials.

Whilst he has the honour to add to this note, in duplicate, the parts of the Hanoverian collection of laws which are cited several times in that performance, viz., the Notification of the Royal Ministry of Foreign Affairs of 17th April 1856, and the law concerning the relations of the Royal servants of 24th June 1858, he avails, &c.

(signed) *Platen-Hallermund.*

Enclosure 3, in No. 13.

Answers to Queries respecting the Hanoverian Diplomatic Service.

Question 1. The conditions on which persons are admitted into the diplomatic service.

Answer. The conditions on which persons are admitted into the diplomatic career are ruled in general by sections 1 and 2 of the Notification issued by the Ministry for Foreign Affairs, and dated the 17th April 1856. These paragraphs run as follows:—

"§ 1. Only such persons, in general, shall for the future be admitted into the diplomatic service (*see* section 3 of the Civil Service Law), as—

"1. Shall have prepared themselves for entering the service by actual employment during a period of not less than two years, either at the Ministry for Foreign Affairs, or at one of his Majesty's missions; and

"2. Shall have proved their knowledge and aptitude for business by passing an examination at the Ministry for Foreign Affairs.

"§ 2. Admission into the preparatory service, either at the Ministry for Foreign Affairs or at one of his Majesty's missions, depends upon the decision of the Minister for Foreign Affairs."

There exists, moreover, no unlimited right of candidature, and the Minister for Foreign Affairs has full power either to accept or reject candidates.

Question 2. The class of society from which they are generally selected.

A. By the constitution, birth gives no superiority either with respect to entering, or in his Majesty's service.

This provision is fully carried out in the diplomatic service.

It results, however, from the nature of circumstances that candidates for the diplomatic career are usually selected from the most respectable families of the country, uniting, as they

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they do, to intellectual culture a familiarity with foreign languages—a branch of knowledge but little diffused in this country, and often neglected in the schools—and with the tone of good society which must be imbibed in early youth.

In addition to this, the candidates who have hitherto presented themselves for diplomatic employment have exclusively belonged to this class of families.

Question 3. The examination which they undergo as a test of fitness.

A. The diplomatic examination is one of the regular conditions for entering the diplomatic service. (Section 1, No. 2, of the Notification of 17th April 1846.)

The detailed regulations for undergoing this examination are shown in section 4, and the range of subjects over which it extends, and the way in which it is to be carried out, in part orally, and partly in writing, in sections 3, 5, and 8 of the above-mentioned Notification. The examination may be dispensed with in the cases of men of recognised intellectual attainments and practical knowledge.

Question. 4. The allowances paid on the first entrance into the service.

A. The aspirants who enter the diplomatic career in the lowest grade, under the title of attachés, receive no pecuniary emoluments whatever, and must maintain themselves at their own cost, both at the place of their official residence and during their journey thither.

The above arrangement shows that the nomination of an attaché to one of his Majesty's missions is not to be considered as giving a real appointment, nor does it class the nominee among the civil servants of the Crown; but it is considered in the light only of a preparation for that service.

The real entry into the service dates from the nomination as secretary of legation, after a preparatory term of at least two years, and after passing the examination. From this period emoluments are usually accorded, under the form of allowances, proportionate to the increased expense of a residence abroad.

Question 5. The gradations in the service, and the system on which promotion takes place.

A. The regular gradations to be passed through are as follows:

1. The attaché, who is only admitted to prepare himself for the service of the Crown, and has no real appointment.

2. The secretary of legation, who is a *bonâ fide* servant of the Crown. The senior secretaries of legation may have the title of counsellor of legation. During absence of the chief of the mission, they have to take his place as chargé d'affaires *ad interim*.

3. The independent chargé d'affaires accredited to the Minister for Foreign Affairs of another state, having in general the title of counsellor of legation.

4. The minister resident, accredited to the person of the Sovereign, with the title of counsellor of legation, or privy counsellor of legation.

5. The envoy extraordinary and minister plenipotentiary, or the ambassador extraordinary, with the title of privy counsellor of legation, or privy counsellor.

There is no defined or absolute system of promotion in use, nor would such a system be compatible with the condition of things in this country.

In filling up a vacant post, due regard is had, above all, to the peculiar requirements of the post itself, and to the special qualifications for it possessed by this or that diplomatist; also to the private means of the various candidates. His Majesty the King likewise reserves to himself full freedom of choice.

The rights of seniority are not admitted.

In cases where the conditions are every way similar, and the qualifications equal, with regard to which point it is the exclusive prerogative of his Majesty the King to decide, the senior candidate has generally the preference over the younger one.

Question 6. The duties required of each member of the diplomatic chanceries.

A. 1. The general duties of independent chiefs of missions (envoys of the second class, ministers resident, and chargé d'affaires) consist,—

(*a.*) In striving zealously to maintain friendly relations with the Government to which they are accredited.

(*b.*) In watching over and protecting the interests of the court which they represent, of the country to which they belong, and of their fellow-countrymen.

(*c.*) In continually sending reports to his Majesty the King, written mainly in the French language, upon the events which have occurred, or which may be in progress, of any political importance or special interest for the kingdom.

(*d.*) In carrying out all the instructions with respect to matters of business which issue from the Ministry for Foreign Affairs.

(*e.*) In directing and superintending the business which they may have charged any of the

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the subordinate members of their mission to execute. The chief of the mission is responsible for the general management of the business, and the business in detail must either be transacted by himself personally, or by one of his subordinates acting under his directions.

(*f.*) The diplomatic representatives of his Majesty's Government are exempt, as a rule, from any special obligation to exercise diplomatic hospitality, as the allowances of the service would be insufficient for such a purpose. But if the diplomatist is in a position to do so from his own private means, the Government wish him to exercise a certain degree of hospitality.

Subjoined is a copy of the general service instructions for the chiefs of missions.

2. Secretaries of legation are enjoined to assist their chief in his business, and in case of his absence to act provisionally as his substitute.

There are no special instructions for secretaries of legation, as their labours are placed under the ample control and personal responsibility of the chief of the mission. When they enter upon the duties of chargé d'affaires *ad interim*, in the room of their chief, they assume the management of the whole of the business, and have to take his service instructions for their rule of guidance.

3. The admission of attachés is not so much with a view to afford any real aid to the service of the mission, as to give the diplomatic beginner an opportunity of gaining a general practical knowledge, and so to create a nursery for the diplomatic career.

The occupation of the attaché under the direction of the chief of the mission is peculiarly adapted for this purpose. The attaché is constantly charged with drawing up notes and reports upon matters of business, and with copying despatches in the French language. In addition to which the attaché has to pass some hours daily in the office of the mission, in order to acquire by degrees a full insight into the organization of the service. At the same time care is taken that the business of the chancery imposed upon the attaché does not interfere too much with the earnest pursuit of his theoretical studies.

4. Besides those members of the mission who are invested with a diplomatic character at those of his Majesty's missions where the business is unusually extensive, viz., those of London, Paris, Vienna, Berlin, Frankfort, and Hamburgh, chancellors of legation are appointed whose business it is to copy and keep the accounts.

These generally belong to the lower class of the servants of the Crown, viz., to that class of employés from whom a really scientific course of preparatory instruction is not exacted, and who, differing in this respect from the higher class of employés, are subject to the stipulation of the "warning to quit the service"—usually a half-yearly one—which is seldom, however, put in practice. The chancellors of legation are generally selected, in pursuance of a special order, from the ranks of the ministerial clerks, upon the understanding that they may be reinstated at any time in the ministerial office according to their seniority.

Chancellors of legation, under the superintendence and personal responsibility of the chief of the mission, have generally to perform the following duties:—

(*a.*) To copy and register the whole correspondence of the mission, with contingent aid from the attachés.

(*b.*) To take care of the passport department, the making out and viséing passports and other papers for legalization, and the entering in the register all documents issuing from the chancery or presented for the visa.

(*c.*) The arrangement of the archives and registration of all correspondence to and from the mission.

(*d.*) To keep the accounts of the expenses of the mission.

Where no chancellor of legation is appointed, the duties specified under the foregoing heads must be attended to by the chief of the mission.

Concluding remark.—The preceding explanation has reference to the duties specially belonging to the diplomatic service.

With respect to the obligations incurred by diplomatic employés in common with all other servants of the Crown, information is to be found in the law of the 24th June 1858, regulating the conditions of the civil service.

Question 7. The relation in which the subordinate members stand to the chief of the mission; the control that such chief can exercise over them.

A. The head of the mission is the superior of the whole of its members. As superior it is his duty to exercise a supervision over them, to employ them in the work of the mission, and to keep them to the performance of their duties; also to reprove breaches of order and slight offences by verbal admonitions and directions. The chief of the mission has no penal jurisdiction properly so called (*see* sections 49 and 56 of the Law of the 24th June 1858, regulating the civil service) over the members of his mission, still less has he any judicial power over them; all administrative penal jurisdiction is vested in the Minister for Foreign Affairs, as the supreme authority over diplomatic servants. His Majesty's court of justice in the capital is the competent judicial authority in matters of law for all the diplomatic servants of the Crown.

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The right of control possessed by the chief of the mission extends, particularly with regard to the younger members, to their private conduct. It is especially his duty to take care that the credit of the service is not compromised abroad by any of the members of his mission leading a disorderly life, getting into debt, or by injudicious conduct; and he must report such occurrences without reserve to the Minister for Foreign Affairs.

Question 8. The privileges in the way of lodging and maintenance enjoyed by the junior members of missions.

A. Such kind of privileges do not exist. Considering the comparatively small salaries attached to the Hanoverian diplomatic posts, the obligation of providing for the board and lodging of the junior members of the mission cannot be imposed upon the chief. They have to maintain themselves entirely at their own cost.

Question 9. The pecuniary emoluments of the chief and several members, whether arising from fixed salaries, gratuity, house-rent, or allowances for keeping up the house, outfits, expenses of journeys, &c.

A. The present system with regard to the salaries of members of missions was introduced in the year 1851, and founded upon the fixed estimate for salaries which was agreed upon with the chambers in 1851, and finally carried out in the years 1856 and 1858.

The sum placed at the disposal of his Majesty's Government for the salaries and allowances for the missions which figure in the budget, including that of the plenipotentiary to the Federal Military Commission at Frankfort, amounts to 90,700 thalers (14,955 *l.*) The following are the 10 missions actually maintained by this sum: London, Paris, St. Petersburgh, the Hague, Vienna, Berlin, Frankfort-on-the-Maine, Munich, Dresden, and Hamburgh; in addition to which it covers the expenses of various other diplomatic posts, which are served by residents at other places, such as Brussels, Carlsruhe, Darmstadt, Cassel, Stuttgardt, Lubeck, Bremen, Copenhagen, and Oldenburgh.

(1.) Current payments made to the members of missions.

(*a.*) Chiefs of missions and chancellors of legation.

The aggregate payments received by the heads of missions and chancellors of legation are divided, according to their character and importance, into two distinct parts, into the fixed salary, and the extra allowance allotted to the place of residence. The fixed salary, which is generally the smaller portion of the payment, is irrespective of the place where the diplomatic officer may reside, and he has a right to its continuance as long as he is not placed in temporary non-activity ("Disponibilität,") on "Wartegeld," or unless he is placed on the retired list ("Pensionirt").

The amount of the stipend paid to those not actually employed ("Wartegeld") is regulated by that of the fixed salary (two-thirds), as is also the pension.

The extra allowance ("Ortz-Zulage") represents the indemnity accorded for the increased expense of maintenance in the foreign residence assigned. It has been substituted for the various gratuities granted previously under the heads of allowances for house-rent, maintenance, and for expenses of reception; and it is continued until the expiration of the mission itself. This extra allowance is not taken into calculation in regulating the amount of the "Wartegeld," or the pension.

The ordinary budget contains the following estimates:

1. Envoy to London.—Fixed salary, 3,000 thalers; extra allowance, 13,000 thalers; total, 16,000 thalers (2,400 *l.*)

2. Envoy to Paris.—Fixed salary, 2,000 thalers; extra allowance, 6,000 thalers; total, 8,000 thalers (1,200 *l.*)

3. Envoy to St. Petersburgh.—A peculiar arrangement prevails with respect to this mission. Its total cost is 10,000 thalers (1,500 *l.*)

4. The envoys to Vienna, Berlin, and Frankfort, receive each 2,000 thalers (300 *l.*) fixed salary, and 6,000 thalers (900 *l.*) extra allowance.

5. The diplomatic representatives at Munich, Dresden, Hamburgh, and the Hague, have each 1,500 thalers (225 *l.*) fixed salary, and 3,500 thalers (525 *l.*) extra allowance.

6. The chancellors of legation receive from 1,000 thalers (150 *l.*) to 2,000 thalers (300 *l.*), part as fixed salary, and part as extra allowance.

This budget contains the maximum estimates, which are not to be exceeded.

With respect to those chiefs of missions and other employés who were appointed before 1851, these provisions, which were never intended to be retrospective, have not been fully carried out. On the other hand, the junior chiefs of missions do not all receive the maximum salaries established by the chambers in 1851, as it is necessary to provide for the extraordinary expenses which are at the charge of the fixed estimates by curtailing the fixed pecuniary emoluments. There are no fixed payments of any kind made to the chiefs of missions or chancellors of legation in addition to those specified above.

To complete the information thus given, however, it may be added, that the envoy to London continues to have the use of the legation house gratis, and that the envoy to St. Petersburgh, whose pecuniary indemnity is in general of an exceptional nature, draws an annual allowance of 2,000 thalers for house-rent.

(*b.*) The

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(*b.*) The emoluments of those secretaries of legation who are not permanent chargés d'affaires consist of moderately-apportioned and revocable salaries, and there is no fixed rule as to their amount.

(*c.*) Attachés, as has already been observed, receive in no case any pecuniary indemnity for their services.

(2.) Extraordinary or miscellaneous grants of money.

(*a.*) Travelling expenses, and the expenses of change of residence, incurred by a diplomatic officer in repairing to a post assigned to him, are made good to him by the public treasury, either in the form of a reimbursement of the sum expended by the official, as shown in a detailed account, or by a proportionate gratuity calculated upon an approximate estimate of the probable expenses, susceptible neither of curtailment nor increase, even though the official should afterwards discover that the amount accorded exceeded, or on the other hand fell short of, his real disbursements.

(*b.*) Outfit money, for want of a special fund provided for the purpose, is not usually given; but whenever the state of the treasury has admitted of it, the Minister for Foreign Affairs has granted supplementary allowances for the expenses of a first establishment.

(*c.*) The expenses of journeys which diplomatic agents have to make on the public service are specially reimbursed to them. These comprise journeys which a minister may have to undertake who is accredited to several courts. The indemnity is so awarded as fully to cover the real outlay. The envoy at Munich is allowed exceptionally a fixed gratuity for the whole of his official journeys to Stuttgardt.

The foregoing reply to Question 9, has reference only to those permanent missions whose organization is of the strict diplomatic character, viz., those which are permanently established for the purpose of verbal diplomatic intercourse. With respect to extraordinary missions sent for a temporary or for some single object, such as missions of condolence, congratulation, &c., the simple rule prevails that the envoys shall be reimbursed their actual expenses according to their statement of them, which they must produce accompanied by vouchers.

There is a special fund, independent of the sum voted for the diplomatic service, available for defraying the expenses of these extraordinary missions.

Question 10. The nature of the expenditure allowed to be incurred in each mission.

A. In so far as this question has not been replied to in No. 9, it may be observed that the sums advanced by the chiefs of missions or chancellors of legation for strict official purposes ("Expensen") are paid by the former every quarter, and, after a preliminary audit of the accounts by the financial department, are reimbursed to them from a fund existing for that purpose.

Under the head of such expenses reimbursed by the public treasury, are included among others the following items of outlay:

(*a.*) Stationery.

(*b.*) Charges for postage and telegraphic messages, incurred in the official correspondence of the mission. It is to be remarked that the members of the mission can neither send nor receive their private letters free of postage; but they have the unrestricted privilege of sending letters addressed to the Kingdom of Hanover under cover of the official despatches, and likewise of receiving private letters sent to them from this country in the packet of despatches sent from hence.

(*c.*) The cost of newspapers and journals specially authorised for the use of the mission by the Minister for Foreign Affairs.

(*d.*) Pecuniary aid, given in conformity with the general instructions issued upon this point, to distressed Hanoverian subjects, chiefly for the purpose of affording them the necessary means of returning to their own country.

(*e.*) New year's gifts, gratuities, &c., which at most of his Majesty's missions have to be usually given at stated times; particularly at the new year, to the subordinate employés of the Ministry for Foreign Affairs, the court, and the post office.

(*f.*) The expense, or, at least, a contribution towards defraying it, of a special office for purposes of registration, where it may be necessary to have one, and at some few missions, also, the wages of a messenger to assist in a certain degree in the execution of commissions rendered necessary by the public service. This latter indemnity is exceptional, only allowed under special circumstances, to the general rule by which the chief of the mission is bound to provide for the messenger service at his own cost, and out of his own establishment.

Question 11. The system on which leave of absence is granted, and whether absence on leave entails any deduction of salary during its continuance; and the allowances and obligations of persons holding charge of missions in the absence of ministers.

A. In conformity with the general instructions issued to all his Majesty's civil servants (*see* section 45 of the Law of 24 June 1858, regulating the civil service), no diplomatist can absent himself from his post without leave.

The chief of the mission receives the leave of absence which he may have applied for from

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the Minister for Foreign Affairs after obtaining the sanction of the King. Leaves of absence to secretaries of legation, attachés, and chancellors of legation, are under the control of the Minister for Foreign Affairs.

Chiefs of missions can themselves grant permission to attachés and chancellors of legation to absent themselves for a short time from their posts.

With respect to the possible duration of a leave of absence, no absolute limits are laid down. The period of leave in general is mainly regulated by the consideration whether the interests of the public service admit of the absence of the minister; in addition to this, however, private affairs, more or less important, which may render the absence of a diplomatic officer from his post desirable, are taken as far as possible into favourable consideration. It may be taken as a rule that the leave of absence of a diplomatic officer is not to exceed two months in the year. In a few exceptional cases only is a longer leave granted.

Deductions are not usually made from salaries during the period of leave of absence. This principle is a necessary consequence of the comparatively small salaries attached to our diplomatic posts. It is based, moreover, on the consideration that a minister is enabled to make but very slight retrenchments during the period of his leave, as his establishment must still be kept up.

Should the leave of absence, however, be prolonged considerably beyond the period of two months, and should the circumstances of the case be such as to have allowed the minister to make any important retrenchments in his establishment, a proportionate curtailment of his salary is by no means contrary to law (*see* section 46 of the Law of 24 June 1858), or to precedent. In such case the deduction would be made from the extra allowance (similar observation at Question 9), but the fixed salary would remain in full.

No special pecuniary allowance is usually made to the employé who has to take charge of the post provisionally during the absence of the chief. On the other hand, they have no additional pecuniary charges thrown upon them, but have merely more to do. In cases where it is necessary to depute a diplomatic officer to represent an absent chief at another court, as a matter of course the expenses of his journey and maintenance are repaid to him in the ratio of his actual disbursements.

Question 12. The relations between the diplomatic and consular services; the rules of precedence between the diplomatic and consular officers of every grade; the interchange of persons between those services.

A. With regard to this question it is to be observed, *in limine*, that the organization of the Hanoverian consular service is based upon old arrangements, and seems to require improvement.

The Hanoverian consular establishment has no, or but very slight, analogy with that of the corresponding establishments of the great maritime and commercial powers. Special regard must be had to the fact that—

(*a*.) All Hanoverian consular agents, including consuls-general, consuls, and vice-consuls, are taken without exception from the ranks of mercantile men established at the seat of the consulate, and generally subjects of the country in which they reside, and consequently are never "*consules missi*;" that they have, moreover, no fixed emoluments, but what they may count upon from the small fees which they receive from masters of vessels who may call in their services.

(*b*.) Also, that the diplomatic and consular body are under the direction of different departments of government; whilst the diplomatic employés are under the jurisdiction of the Minister for Foreign Affairs; the consular employés, as merely commercial agents without any diplomatic character, are appointed and controlled by the Ministry of Commerce.

(*c*.) There are no precise regulations, as yet, to define the rank of consular officials.

With this preamble, Question 12 may be answered as follows:—

The official relations between missions and consular agents, who reside generally at seaports, away from the residence of the legation, are not at present subject to any regulations, and are of a very irregular character. Their present relations are confined to the circumstance that the minister is entitled to claim the assistance of his Majesty's consuls on matters affecting the public service, and that the consuls in particular countries are obliged to send their official reports, more especially the yearly reports, through the medium of the proper legation.

There are no special directions with respect to the rules of precedence between diplomatic and consular agents. It admits of no doubt, however, that diplomatists take precedence over every class of consular agents, as the latter, according to our organization, belong to the class of those who are engaged in trade, and who have not as such, in general, received a high scholastic, but merely a commercial education; because, in addition to this, the diplomatic career in this country takes a higher rank in the hierarchy of the service than the consular; and finally, because the Hanoverian consuls, who are for the most part subjects of a foreign state, cannot be reckoned, in the strict sense of the word, as servants of the Crown. Moreover, in practice, it has not yet been found necessary to define the relative rank of diplomatists and consular agents.

An interchange of posts between diplomatists and consuls, under the circumstances explained above, is impossible as long as the present organization lasts.

Question

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Question 13. The system and conditions on which pensions are granted, either during temporary or permanent cessation of active duty.

A. The temporary or permanent cessation of duty by diplomatic agents, either on reduced pay or a pension, is subject to the general system affecting all civil servants, and laid down in the Law of 24 June 1858, sections 64–111 of that law.

The following points are deserving of notice in it:—

Honourable cessation of duty is either temporary or permanent.

(*a.*) Temporary relief from duty consists in being placed upon provisional reduced pay ("Wartegeld").

This reduced pay consists of two-thirds of the fixed salary.

According to the general rule, the servant of the Crown in question is placed upon reduced pay if his services are not momentarily required, in consequence, for instance, of a change of Government, and of his being thereupon removed from his diplomatic post. In this case, if he is not reinstated within five years, he may receive his pension; that is, be permanently placed on the Retired List. (*See* Sections 9, 101, and 102 of the Law of 24 June 1858.)

As regards the chiefs of missions, however, and also some of the higher classes of officials, there exists an exceptional provision (section 100 of the said law), by which, in addition to the case of a change of Government, they can also be placed on provisional reduced pay if the King in council should deem it necessary for the interests of the public service.

This provision would appear to be indispensable, as in practical diplomacy circumstances might arise which would render the recall of a chief of the mission advisable in the interests of effective diplomatic representation, without exactly imputing any particular blame, and at the same time without there being any immediate possibility of providing him with another post.

In this particular case it is not necessary that the provisional reduced pay should give place, after a lapse of five years, to a retiring pension. Such would also occur in the event of the chief of a mission being placed on reduced pay in consequence of an illness which has every prospect of being long, without being of a permanent nature. (*See* Part 3 of Section 100 of the Law of 24 June 1858.)

(*b.*) Permanent (honourable) removal from active duty consists in being placed on the retired list with the retiring salary (pension).

A servant of the Crown is placed upon the pension list if, either on account of the infirmities of age, or from any other bodily or mental failings, he should become incompetent to fulfil the duties of his office; this may follow either upon official initiative, or upon the demand of the servant of the Crown, but in each case only on the above-mentioned hypothesis.

Except under these conditions, it is not in the power of a servant of the Crown to demand his pension, or of his Majesty's Government to force it upon him.

When the chief of a mission is removed from active duty without any infirmity, and without his being willing to accept a pension, the only resource left him is the provisional reduced pay ("Wartegeld").

With respect to the amount of the retiring pay, after 10 years' of service, it is 30 per cent. of the salary of which the servant of the Crown was in receipt up to the time of his retirement, for every additional year one per cent. more, and after the thirtieth year two per cent. more for each year. The retiring pay, however, can never exceed the sum of 3,000 thalers (450 *l.*) or 80 per cent. of the salary.

The official income which forms the basis of the retiring allowance includes only the fixed salary, as has already been observed, and not the extra allowance or any other pecuniary emolument derived in lieu of it, and liable to be revoked.

Question 14. The relations between the diplomatic servants and the foreign department as regards interchange of employment.

A. The diplomatic service and the service of the foreign department present two distinct careers, with separate systems of organization, associated with altogether different qualifications of preparatory instruction, capacity, and private means, and, therefore, a regular system of interchange of employment is inadmissible.

As, however, diplomatic servants have no fixed rights of seniority, diplomacy does not constitute a close career, and as the diplomatic posts are not exclusively filled from its own ranks, it would appear quite allowable, and, indeed, the case has, of late, frequently occurred, that employés of the foreign department, suitable persons, possessing an adequate private fortune, should be called upon to fill diplomatic posts.

The reverse case can but seldom occur (except in the case of those who, having been previously in the foreign department, have been engaged on active diplomatic service, and then reinstated), because the service of the foreign department requires previous juridical studies and examinations which are not exacted from diplomatic candidates.

Para. 1 of the Notification issued by the Foreign Department, under date of 17 April 1856 (and this may form our closing remark), prescribes that, under certain conditions, diplomatic candidates must work at the Foreign Office during a portion of the two years constituting their preparatory course.

Hanover, 1 November 1860.

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Appendix, No. 1.

Enclosure 4, in No. 13.

INSTRUCTIONS to Hanoverian Ministers Resident.

(Translation.)

1. As his Majesty the King has been most graciously pleased to name you as his Minister Resident, &c. &c., I entertain the confidence that in your faithful zeal for the service, your capability, circumspection, and judgment, you will, with assiduity and fidelity, take charge of the business thus entrusted to you, as also the preservation of the interests of the kingdom and of the subjects of his Majesty.

2. On your arrival at the place of your new destination you will have to announce yourself, without delay, to the Minister of Foreign Affairs of the country, and to obtain through him, after communicating a copy of your credentials, an audience for the delivery of the letters of credence, in original, into the hands of, &c. &c.

In this audience you will give the assurance that his Majesty the King had wished, by sending you, to prove the truly urgent desire to continue to maintain and strengthen more surely the friendly relations which have hitherto existed between the two Courts and Governments, as also that you are particularly instructed to let these sentiments serve as your constant object, and in such sense to strive to obtain the favour of the Royal Court, and the good-will of the Ministry of Foreign Affairs of the country.

From the very beginning you must especially endeavour to obtain the favourable opinion and confidence of the ministers of the country, as also of the other distinguished and influential persons in office.

With regard to the diplomatic agents of German and other Courts residing there, and other persons of position, you will have, on your arrival there, to observe what custom has handed down, and which is to be learnt on the spot.

3. The business of the minister in the post confided to him is to pay the most careful attention to all matters of importance which arise in public affairs, and in political circumstances to what concerns the general as specially the Hanoverian interests.

He has therefore to observe closely, and follow the principles observed by the Cabinet; its political views and connexions; the decrease or increase of its good understanding with other Courts, namely, with Russia, England, Austria, and Prussia; its possible differences with German and foreign Powers; its sentiments towards the Government of Hanover, as also the transactions and negotiations of the ministers and diplomatists of the place.

In the same way he will have to watch carefully, and report the position of the ministries to the Chambers, the movement of parties, the state of the finances, the strength, organization, and spirit of the army; lastly, any important change that may take place in the above, and in the Military, Civil, or Court Establishment.

Careful attention is at the same time to be specially directed to railway matters, as also to commercial relations, and those of internal and sea navigation, as well in their general as in their special relations to Germany, to the Zollverein, and to the Hanoverian kingdom.

4. Although the necessary instructions will always be sent to the Minister Resident concerning the treatment of separate subjects and matters concerning his business, it is at the same time self-evident that also, without having received them, you will not neglect anything which can tend to the maintenance of Hanoverian rights, and the interests of the Kingdom of Hanover.

5. The Minister Resident will observe towards all foreign diplomatic agents a courteous demeanour, inasmuch as the Hanoverian Government stands in the most friendly relations with all Courts and States.

It would be especially desirable if the Minister Resident should succeed in obtaining the confidence of the British, Austrian, and Prussian Ministers and chargé d'affaires, in order to be able, according to circumstances, and with caution, to make use, on the one hand, of their influence, and on the other of the communications that are made through them.

6. His Majesty the King expects, at least every week, a report on political matters, as also on those which regard the relations of the Court, or are of general interest. These reports are to be in the French language, and addressed to his Majesty. A copy of the report is at the same time to be sent to me.

Should there be besides other subjects, they are to be separated according to the matter. They are to be discussed in the German language in special reports and postscripta; but then those instructions which may here, according to the nature of the circumstances, be judged fitting, are to be awaited.

Subjects which demand special secrecy are to be forwarded here by safe opportunities or couriers, in the performance of which, however, a discretionary power is left to the judgment of the Minister Resident, according to the nature of the matter.

I also recommend to you special caution in your official and non-official correspondence. Communications of particularly pressing or important nature are to be forwarded to me by telegraphic despatches, with care and brevity, composed, according to circumstances, in writing or figures.

7. The Minister Resident has, moreover, to see to the proper keeping of the Registration of the Legation.

The Minister of Foreign Affairs.

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Enclosure 5, in No. 13.

NOTIFICATION of the Royal Ministry of Foreign Affairs concerning the Appointment in the Diplomatic Career and the Diplomatic Examination.

(Translation.)

WITH reference to § 7 of the Law relating to Government officials, dated May 8, 1852, we promulgate the following regulations concerning the appointments in the diplomatic career and the diplomatic examination that has to be undergone:—

§ 1. As a rule, appointments in the diplomatic branch of the service shall be given only to those who—

1. Have prepared themselves for the service by at least two years' practical employment, partly in the Royal Ministry of Foreign Affairs, partly in one of the Royal Legations; and afterwards,

2. Have shown by an examination, to be undergone at the Royal Ministry of Foreign Affairs, their scientific and practical capability.

§ 2. The admission to the preparatory service in the Ministry of Foreign Affairs, or in a Royal Legation, is dependent on the discretion of the Minister of Foreign Affairs.

§ 3. The diplomatic examination takes place before a Commission, which is appointed by the Minister, and consists of a President and two Assessors.

§ 4. The request to be admitted to this examination is to be addressed to the Minister of Foreign Affairs.

To this request are to be joined—

1. Certificates of the fulfiment of the condition prescribed in § 1, sub. 1.

2. Sealed testimonials of the Chief of the Mission where the candidate has been employed, concerning his diligence, education, and behaviour; and,

3. Some practical works executed by the candidate during his special preparatory education, furnished with the certificate of the Chief of the Mission that they proceed from the candidate himself.

The Minister decides whether the admission to the examination, on the ground of these testimonials and certificates, shall take place.

The summons for the examination proceeds from the appointed Commission, after the Minister has decided for the admission.

§ 5. The examination is partly written and partly oral.

§ 6. The written examination comes first.

It takes place in the office of the Ministry of Foreign Affairs, under uninterrupted supervision of one of the Commissioners of Examination.

The candidate has—

1. To translate into French an exercise of some length in German that is given to him.

2. To write off-hand a German and French note on a given subject.

3. To answer, in the form of a treatise or of a judgment, a theme taken from International Law, or from German Federal Law, or from the history of the European States in modern times.

External helps are excluded in all those performances. However, the candidates will be allowed for the work mentioned under Nos. 1 and 2, a French dictionary; and for the work mentioned under No. 3, the law books and treatises that may be necessary for quoting the text.

The Examination Commission has to decide whether a single day or several days are to be appointed for all these performances. Every separate task, however, is to be finished in one day, and so that it is done in the period from nine o'clock in the morning till at the latest six o'clock in the afternoon.

§ 7. The oral examination takes place—

1. In the history of Hanover.

2. In the fundamental outlines of Hanoverian Public Law (Constitution; Organization of the Authorities; Treaties, viz., Commercial, Navigation, and Customs Treaties).

3. In European International Law, especially the rights of war, of peace, and of neutrals, maritime rights, the rights of legation.

4. In German Federal Law, viz., the Fundamental Laws and Military Constitution of the Confederation.

5. In the Diplomatic History of States in modern times (Treaties of Peace, origin and consolidation of the European political system since the Peace of Westphalia).

6. In the forms of Diplomatic written and oral communications.

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Appendix, No. 1.

Moreover, there will be laid before the candidate several tasks for translation in the English and French language, and his ability in speaking French will be tested.

A strict protocol will be kept concerning the oral examination by a secretary appointed for the purpose.

§ 8. After the examinations are finished, the Commission has to report its judgment concerning the capability of the candidate, enclosing the written tasks and protocol of examination, as also any separate vote to the Minister of Foreign Affairs, who, in case of capability, causes a certificate of the examination having been satisfactorily passed to be given to the candidate, or in the opposite case causes his rejection to be communicated to him in writing. In the last case, however, the Minister can allow the candidate a fitting period for the repetition of the examination, if he finds reasons that are to be taken into consideration.

§ 9. The testimonial of fitness gives the candidate no right to an appointment or salary in the diplomatic service, but is only the preliminary condition, without which such an appointment or salary cannot take place.

Whether, when, and under what conditions a place in the service is to be granted to the candidate recognised as fitted, will be decided by his Majesty the King.

The Minister of Foreign Affairs reserves to himself the right, in the case of men of acknowledged special scientific and practical education, the gaining of whom for the diplomatic service appears expedient, to dispense the conditions made in § 1, sub. 1 and 2.

The present notification is to be included in the first part of the Collection of Laws.

(signed) *Platen-Hallermund.*

The Royal Ministry of Foreign Affairs,
Hanover, 17 April 1856.

HAMBURGH.

— No. 14. —

Mr. *Ward* to Lord *J. Russell.*—Received 24 January 1861.

My Lord, Hamburgh, 21 December 1860.

In conformity with the directions contained in your Lordship's circular despatch of the 25th of October last, desiring me to furnish your Lordship with suggestions for the improvement of the British Diplomatic Service, and also to obtain information in regard to the diplomatic establishment of the State to which I am accredited, I have the honour to submit to your Lordship such observations as have occurred to me in reference to this subject.

1. The British diplomacy is, on the whole, an efficient service, and stands well in the opinion of the continental public. The envoys of Great Britain are known everywhere as gentlemen and men of honour. They are not suspected of misrepresentations in order to serve British interests, or of being parties to any unworthy practices. Their hospitalities are usually on a liberal scale, and enable them to exercise much social influence in the European capitals. In some former instances it has been obvious that the British envoy was under a disadvantage from not understanding the language of the country where he resided; but as the regulations in this particular are now more strictly enforced than they used to be, it may be assumed that this inconvenience will, for the future, be of rare occurrence in the British service.

2. The mode of admission into the British Diplomatic Service differs from that established in some foreign States, where every youth is eligible to a diplomatic career who has previously passed the requisite University examination. In Prussia, and the other German States, any young man who has gone through the prescribed course of study in the faculty of law, or that of finance, respectively, and has passed his examination, is entitled to become a candidate for employment under the Government. If he wishes to follow the diplomatic line, he must qualify himself to pass another special examination for that purpose, in which international law, history, and foreign languages are essentials; and upon satisfying the Foreign Department of his unblemished moral character, and independent means of living, he is placed upon the list of candidates, who are appointed attachés to missions as vacancies occur. The lists are generally very full, so full that appointments are difficult to obtain, and much disappointment and delay are often thereby caused to the candidates. But in Germany the service of the State is considered a profession which every man duly qualified has a right to embrace if he pleases; and when it is objected that the disproportion between the number of offices and that of aspirants is so unreasonably great, the answer returned is, not more so than in other professions. In the German churches, a candidate usually has to wait till he is advanced in life before he has the chance of a benefice; and among the practitioners of law and physic, those who earn a livelihood

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livelihood by their profession are comparatively few. Therefore, it is urged, the State is the gainer by having always at its disposal a larger number of aspirants of proved ability; and if they are often doomed to disappointment, the fault is their own, and not that of the State. Appendix, No. 1.

In a country circumstanced like England, where the commercial and manufacturing classes so greatly preponderate, and where the number of persons who devote themselves to literature and science is comparatively small, the plan of making a University degree the condition of eligibility to State employment would scarcely be consonant with the national feeling. The course of education pursued in our universities is not the same as in those of Germany; and in the German States, not all students, but only those who have studied in the legal or financial faculties are eligible to an official career. It should further be considered that the number of those who graduate annually at the English, Scotch, and Irish Universities is very large indeed, whilst the number of new diplomatic nominations which the Queen's Government has annually to give away is extremely few. The number of unpaid attachés appointed in the last three years was, according to the Foreign Office List, in the years 1857, nine; 1858, 13; 1859, 18.

In England, then, there would seem to be no middle course open between retaining the present system of private nomination, and adopting that of public competition for all Government appointments. The latter would have the strong recommendation of proving to the world that in England merit, and not favour, is the recognised road to State employment; and I humbly concur in opinion with those who think that the objections to a general system of competitive examinations would be more than outweighed by its national advantages. Until, however, the Legislature shall have gone the length of establishing the rule of public competition for all branches of the Government service, little can be done for improving the mode of admission to the British diplomatic career. The regulations issued by your Lordship in August 1859 for the examination of unpaid, as well as of paid attachés, leave nothing to desire, in so far as the inquiry by the Commissioners is concerned. I need not dwell upon the indispensable necessity of the candidate furnishing satisfactory proofs not only of moral character, but of his adequate property, or independent income, for his own maintenance. The latter requisite has, perhaps, been too much overlooked in several branches of our Civil Service. Diplomacy in particular, is not the career for poor men; and every possible precaution should be taken to prevent members of our diplomatic corps being liable, for want of private means, to fall into discreditable pecuniary embarrassments.

3. The practice of occasionally interchanging persons employed between the Diplomatic and the Consular Services has already been adopted to a limited extent by the Foreign Office, and might usefully be carried further. There are secretaries of legation and attachés who would make very good Consuls General or Consuls, and there are members of the consular body who are fully qualified to become secretaries of legation, and to rise to higher diplomatic posts. The Secretary of State, therefore, ought not to be fettered by any supposed necessity of keeping the two lines altogether distinct. In the French service transfers from the consular to the diplomatic branch of the service are frequently made, and the relative rank of those serving in each branch has been settled by authority as follows:—

A consular elève ranks with a second attaché; either of them may be promoted to consul of the 2d class, or to first attaché. A consul of the 2d class ranks with a first attaché; either may be premoted to consul of the 1st class, or to secretary of legation. A consul of the 1st class ranks with a secretary of legation; either may be promoted to Consul General or Secretary of Embassy. A Consul General ranks with a Secretary of Embassy; either may be promoted to be Chargé d'Affaires, Minister, Envoy, or Ambassador.

In the British service there are not, so far as I know, any rules of precedence of this nature; consequently disputes are likely to arise which might easily be obviated by issuing a general regulation on the subject, analogous to that of the French Government above cited.

4. Complaints have often been made in Parliament of the high scale of diplomatic salaries, and of the heavy expenses, ordinary and extraordinary, which the diplomatic corps entails upon the country. These complaints are generally founded on a want of knowledge of the multifarious duties required from our ministers abroad, of the hospitalities expected from them, and of the necessity of their living in a certain degree of state, which is not incumbent upon private gentlemen, or even official persons in England enjoying equivalent incomes. From my own observation, I should say that the salaries and allowances made to Her Majesty's missions in the German States are the reverse of extravagant, and I doubt whether the financial authorities at home have paid due attention to the notorious fact that, in most parts of Germany, the prices of house rent, food, clothing, and all the necessaries of life have, within the last 10 years, risen about 50 per cent. Knowing, by my own experience, the unavoidable expenses entailed upon a British representative living in a wealthy and luxurious foreign city, I am better able to appreciate the position of diplomatic envoys of higher rank in this particular. As a general rule, it is better not to have any British mission at a given court than to reduce its salaries and allowances below the point which its efficiency and the dignity of Great Britain alike require.

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Appendix, No. 1.

5. The question was raised some years ago by a Parliamentary Committee, whether it would not be expedient, for the sake of economy, to abolish all the standing British Missions to the petty German States, and to retain only those at Berlin and Vienna, where the most important diplomatic business must always be transacted? Whenever the national aspirations of German unity shall be realised, and the central power shall be vested in the King of Prussia, or some recognized head, so that the German nation should become an unitary State with regard to foreign powers, then assuredly it will follow that one British Mission accredited to such Central Power, besides the Vienna Embassy, will be all that British interests require, and that our Ministers at the petty German Courts may, without any inconvenience, be recalled. But German unity is, as yet, nothing more than a national wish, nor can any man now predict the time of its accomplishment. In the meantime the other great European Powers keep Diplomatic Missions at the second class German Courts, viz., Munich, Dresden, Hanover, and Stuttgardt, and at the Diet in Frankfort, for the purpose of collecting political information, and of exercising their share of influence in German affairs. These Courts have been long accustomed to look to Russia as their best safeguard and protectress in the hour of need, and the diplomacy of France is ever actively at work in them when a French object is to be gained. I cannot, therefore, think that, until a Central Power shall be established in Germany, it would be expedient to dispense with the standing British Missions to the second class German States. With respect to the third and fourth class German States, such as Baden, the two Hesses, the Duchies of Saxony and Anhalt, the two Mecklenburghs, and Oldenburg, the formal duties of diplomatic representation being performed by the British Envoys at the larger German Courts, and in the Hanse Towns by the British Consul-General, the expenses incurred on account of those States under the head of diplomacy have been reduced to so trifling an amount that such missions can scarcely be open to any objections on financial grounds.

6. The Government of Hamburgh has had the goodness to furnish me with the required particulars of the diplomatic service and establishments of the Hanse Towns, and I have to transmit inclosed a statement thereof for your Lordship's information.

I have, &c.
(signed) *J. Ward.*

Enclosure 1, in No. 14.

STATEMENT as to the Diplomatic Service and Establishments of the *Hanse Towns.*

Question 1. WHAT are the conditions on which persons are admitted into the Diplomatic Service of the Hanse Towns?

Answer. There are no general conditions of admission.

Question 2. From what class of society are they generally selected?

A. From the class of learned men, viz., who have studied and graduated at a university.

Question 3. What kind of examination, if any, do they undergo, as the test of fitness?

A. There is no such examination, beyond that which they have been already obliged to undergo at the university.

Question 4. Are any, and what, allowances for salary or outfit paid to persons first entering the service?

A. There are no allowances paid for outfit. The diplomatic representatives of the Hanse Towns receive salaries, the amount of which is variously fixed, according to the circumstances of the State to which they are accredited.

Question 5. What are the gradations in the service; and upon what system does promotion take place?

A. The Hanse Towns have but three gradations of rank, viz., attachés and secretaries of legation (who are appointed exceptionally only), chargés d'affaires, and resident ministers.

Question 6. What are the duties required of each member of the mission; viz., the Minister, or chargé d'affaires, the secretary and attachés respectively?

A. The duties generally required of diplomatic employés are those of loyalty, secrecy, and the prompt dispatch of business: the details are regulated by special instructions applicable to the particular case.

Question 7. Are the subordinate members under the entire control of the chief of the mission as regards their whole conduct and way of life, or merely in so far as their official duties are concerned?

A. They are under his control only as regards their official duties.

Question 8. What privileges, in the way of lodging and maintenance, are enjoyed by the junior members of missions?

A. They have no such privileges.

Question

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Question 9. What are the fixed salaries, fees, gratuities, and allowances for house-rent and housekeeping made to the minister or chief, and to the other members of the mission respectively? How much is allowed them for outfits and expenses of journeys, &c.? and what is the nature of the extraordinary expenditure allowed to be incurred from time to time in each mission, such as for postages, telegraphic messages, books, newspapers, and the like?

A. The salaries vary in amount according to the State to which the minister is accredited. Nothing is allowed for outfit; but the minister is reimbursed his travelling expenses, postage, telegraphic messages, &c.

Question 10. What is the system on which leave of absence is granted? Does absence on leave entail any loss of salary during its continuance? and what are the allowances made to and duties incumbent on, persons holding the charge of missions in the absence of ministers?

A. There are no fixed rules as to leave of absence, and the salary continues during absence on leave. The allowance to be made to a person holding the temporary charge of a mission, and the extent of his duties, are regulated by instructions in the particular case.

Question 11. What is the relation between the diplomatic and consular service? Are there any, and what, fixed rules of precedence between the diplomatic and consular officers of every grade? And is it the practice to interchange persons between these two services, or are they kept entirely distinct?

A. The consular service of the Hanse Towns is scarcely ever performed by "Consules Missi," but only by merchants. It is in general quite distinct from the diplomatic service; however, the chiefs of missions have always the precedence.

Question 12. What are the conditions on which pensions are granted, either on permanent cessation of active duty, or on temporary cessation of employment?

A. There is no general right of claim to pensions.

Question 13. Is it the practice to interchange employment between the diplomatic service abroad, and the service of the Foreign Department at home, so that persons employed in the one branch may afterwards be moved into the other; or are the two branches of service kept entirely distinct?

A. The question is not applicable to the Hanse towns, as they have no separate department at home for foreign affairs.

Enclosure 2, in No. 14.

Charges of the Hanseatic Missions.

THE Hanse Towns maintain at their joint expense, but chiefly at that of Hamburgh, four standing missions to foreign courts; viz:—

A resident minister in London, with a salary equal to about 1,000 *l.* sterling per annum.

A resident minister at Paris; salary about 650 *l.* per annum.

A resident minister in Berlin; salary about 600 *l.* per annum.

And a resident minister at Copenhagen; salary about 900 *l.* per annum.

Besides these, Hamburgh employs a minister resident of her own at Vienna; salary 650 *l.* per annum; and Bremen employs a minister resident of her own at Washington, with a small salary.

The entire charges annually incurred by the Hanse Towns for their diplomatic and consular establishments, are as follows, viz:—

	£.
Hamburgh.—(State Budget for 1861.) For salaries of resident ministers abroad, Consul-General in London (60 *l.* per annum), Prussian envoy at Constantinople (90 *l.* per annum), Chancery at Frankfort (60 *l.* per annum), Special Commissions, presents on treaties, travelling expenses, and miscellaneous charges of every description, equal to - - - - - - - -	3,636
Ditto, contribution to the diplomatic charges of the Germanic Confederation -	757
Lubeck.—(State Budget for 1861.) For salaries and expenses of resident ministers abroad, and consular expenses and special commissions, equal to -	1,121
Ditto, contribution to the diplomatic charges of the Germanic Confederation -	272
Bremen.—(State Budget for 1860.) For salaries and travelling expenses of ministers resident abroad, and consular expenses, equal to - - - -	1,623
Ditto, contribution to the diplomatic charges of the Germanic Confederation -	648
Total, equal to - - - £.	8,057

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Appendix, No. 1.

NETHERLANDS.

— No. 15. —

(Extract.)

Lord *Napier* to Lord *J. Russell.*—(Received 28 December.)

The Hague, 24 December 1860.

An abstract of your Lordship's circular instruction of the 25th of October was placed by Mr. Ward in the hands of the Netherland Minister for Foreign Affairs without delay; and if his Excellency has not previously supplied Her Majesty's Government with the particulars required, respecting the diplomatic establishment of this kingdom, it has been owing to certain changes which were under deliberation in reference to that body.

I have the honour to lay before your Lordship a brief memorandum which has been furnished to me by Count Zuylen de Nyevelt, together with a Royal Decree, recently published, and a list of the members of the Dutch Foreign Missions, which will be found to afford the intelligence solicited by Her Majesty's Government.

According to the regulations now put in force, the candidate for diplomatic employment will address his request to the Minister for Foreign Affairs, who, having satisfied himself that the applicant possesses the requisite qualifications, will submit the appointment to the King.

The positive qualifications required by the terms of the Royal Decree are: (1), to be a Netherland subject; (2), to be at least 21 years of age; (3), to have taken the degree of Master of Laws in one of the national universities, or to have passed a special examination before a commission constituted for this purpose.

In addition to these conditions, the Minister of Foreign Affairs reserves to himself the right of judging whether the candidate is by his social position and fortune well adapted for the service.

Before going abroad, the attaché is employed in the Foreign Department at the Hague, and he receives from the outset a salary of about 85 *l.* per annum.

Power is reserved to the head of a foreign mission, with the Royal approval, to name unpaid attachés at his post. These unpaid attachés are to have only a personal relation with the chief. They are not regarded as public functionaries, but it is hoped, as I understand, that young men may be thus gradually formed, who will prove to be more eligible candidates for the regular paid attachéships than those who offer themselves in the country directly from the schools. The foreign missions are to be made in this manner nurseries for the profession.

A second examination is imposed before the regular attaché can be promoted to the office of Secretary of Legation, an appointment which in its first stage is, in some measure, equivalent to the first paid attachéship in our own service.

The possession of an university degree, and one diplomatic examination, or two diplomatic examinations without the degree, are consequently indispensable to the attainment of the higher honours of the profession.

The commission above mentioned, is charged with the duty of laying before the King a scheme for the diplomatic examination referred to. This plan has not yet been framed, and I am therefore unable to submit to your Lordship an accurate impression of the scale of acquirements which will be deemed requisite.

The present Minister of Foreign Affairs is not, I think, an advocate of a severe scholastic test. An accurate knowledge of modern languages is common to most Dutchmen in the superior ranks, as well as the principles of a legal education; to these accomplishments, Count de Zuylen would probably desire to add the habits of early good breeding, and in some degree the social advantages of fortune, and an honourable descent.

Your Lordship will observe by the accompanying schedule of the Dutch diplomacy, that several of the persons engaged in this department of the public service are of aristocratic connexion, but that the other orders of society are intermixed in a fair proportion. The historical names of Bentinck, Schimmelpenninck, Rechteren, and Bylandt, stand beside those of Lightenvelt, Scherff, or Roest, which belong to the commercial or professional classes.

The gradations of rank in the Dutch diplomatic service offer nothing peculiar, and the relations of the junior members towards their chief are comprised in the single word "obedience."

The salaries in all ranks are so small that, in the case of married men at least, the very highest would hardly afford the means of comfortable subsistence. Hospitality and display, when exercised, must be at the private charge of the Netherland representative. When we see that the minister in Paris receives only 1,800 *l.* per annum, and his first secretary 430 *l.*, we may imagine how little temptation the diplomatic service offers to a people among whom the upper classes are generally in every circumstance indisposed to exertion, and strongly attached to the native soil. The emoluments which are insufficient to attract the rich, are also insufficient to support the poor, and we cannot be surprised to learn that few of either kind present themselves as aspirants for such employments.

A return

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A return of the salaries of the Netherland diplomatic body, on active service, is enclosed herewith, taken from the estimates for the year 1861.

No allowances for house-rent are made; no fees are taken in diplomatic chanceries; no rights of lodging or maintenance now exist for the junior members.

A foreign minister may be placed, when his active services are not required, in a middle state, familiar to the continental diplomacy, as that of *disponibilité*. In this case he would receive an annual allowance of from 250 *l.* to 340 *l.*

At the direction of the foreign minister, moderate sums are issued for outfit and travelling expenses. The highest outfit, on a first appointment to a great mission, is about 800 *l.* Journey money is allowed in all ranks, and given both on going abroad, on transference, and on returning home. Those allowances do not contemplate the existence of the married state, but are sufficient to defray the expenses of the single diplomatist, and a household proportioned to his condition.

Postage, subscription to newspapers, and some small miscellaneous items, from the only branches of "extraordinary expenditure" recognised.

The sum voted on these heads for the year 1861 is 2,649 *l.*, and this includes the consular service.

Leave of absence is granted by the Minister for Foreign Affairs.

When the head of a mission leaves his post for less than two months he retains his full salary, except an amount necessary to double the salary of his secretary, who is to act as chargé d'affaires. When absence extends to a longer period, the minister retains half his appointments, and the Government supplies the remuneration of the gentleman in charge.

The diplomatic and consular services are rigidly distinct, and the employés of the Foreign Office at home are not transferred to external duty. Consuls are held to be subordinate to ministers on duty, and in society, but the relations of ceremonial precedency between public servants in different ranks belonging to these three cognate departments have never been strictly regulated.

A sum of about 800 *l.* is annually voted for unforeseen expenses, and the "secret" disbursements of the Dutch diplomacy are cheaply defrayed for about 350 *l.*

The highest pension awarded in the diplomatic service of Holland is about 340 *l.* No pension can be enjoyed for less than 40 years' service, or under 65 years of age, except in cases of illness or infirmity.

Promotion in the diplomatic service of the Netherlands is said, in principle, to go by seniority, but this rule is qualified by a discretionary power in the minister, acting under the authority of the Sovereign. I do not think that the claim of seniority alone would be much attended to. The minister will, probably, select persons for the superior offices on a general persuasion of their fitness, nor would connexion, political services, and court protection, be entirely indifferent.

The Dutch Envoy at Paris was a lawyer and a minister for the Catholic religion, who made himself useful to Baron van Hall at the period of Papal aggression, in negotiation with Rome. The profession has by no means been consistently guarded against intruders, yet I believe that such exceptional appointments would only be made in favour of persons of respectability and merit.

Having thus laid before your Lordship the desired information respecting the diplomatic service of the Netherlands, I venture to submit to you the following reflections on our own, your Lordship having demanded my views on this subject in common with the opinions of my colleagues. In doing so, I am sensible that I rather embody the floating impressions of my casual experience than the result of any methodical inquiry.

General Constitution.—The English diplomatic service resembles in its general features that of other States. We have ambassadors, envoys, ministers resident, chargés d'affaires, secretaries, paid attachés, unpaid attachés.

The rank of ambassador was for some years confined to Paris and Constantinople; the embassy at Paris seemed to be particularly favoured. There were, perhaps, some disadvantages attached to this system. To make a marked distinction on behalf of the French court, compared with the courts of the other great powers, might be construed in some degree as a slight to the Sovereigns of Germany and Russia; it seemed to avow and increase the imposing ascendancy of France, and to offer a peculiar mark of honour and propitiation to that country. If the dignity of ambassador be preserved, it should be conferred on our representatives to the other great courts. If Prussia be not inclined to exchange this courtesy, it would not be becoming to entertain an ambassador at Berlin, but it should be well understood that this difference depends entirely on the will of the Prussian Cabinet.

The Government of the United States, if the integrity of the federative body be maintained, might deserve the same recognition. The representative of Great Britain at Washington should be placed on the same footing as those at the great European capitals. Such a testimony or overture of respect would be acceptable to the Americans. It might be offered to them; if they decline to reciprocate it, the British representative there would remain an envoy by their choice, as he would at Berlin by the choice of Prussia.

The Americans are astonished when they hear that the correspondence of England and Turkey, or that of England and Austria, is deemed more important than our relations with the United States.

It must also be remembered that our minister at Washington not only represents Her Majesty as Queen of the United Kingdom, but as Sovereign of all our American settle-

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ments—a new England separate but not dissevered, connected with the United States by the closest and most delicate ties of contiguity and commerce.

But why, it may be asked, maintain ambassadors at all? Simply because France maintains them; because respect, precedency, and some privileges are still accorded to that order; and because an ascending scale of honours in a profession gives variety and interest, generous incentives, and cheap rewards to men. Such titles stimulate and satisfy ambition, do no harm, and cost little. While the French maintain an embassy at Constantinople, we should do so also; and, indeed, the authority and responsibility of that post are such that it seems reasonable to associate it with the highest designation. Her Majesty's Government have, however, recognised, and in a great part remedied, the defect to which I allude, by raising the missions at Vienna and St. Petersburgh to the rank of embassies.

In taking a cursory view of the missions on the continent of Europe, it occurs to me that more prominence should be given to the legation at Frankfort, where great questions may be debated and great events evolved; while some consolidation or reduction might be effected in the smaller German States, which have scarcely the full value of independent nations. A beginning might be made with Bavaria and Saxony.

In hazarding this opinion, however, I do not lose sight of the importance which must be attached to the inclinations of certain courts towards France or Russia, or to their old relations with ourselves; it is important to observe those tendencies, and to maintain those connexions, and the Foreign Secretary can alone judge how far any of our missions in the quarters referred to could be united or dispensed with.

It may, perhaps, not be thought necessary to replace our mission in Mexico on the former footing. The correspondence of Her Majesty's Government with that republic, which lies in a state of incurable dissolution, might be managed by a diplomatic agent, and the local consuls in active connexion with the commanding officer of the squadron in the Gulf.

If some diminution of expenditure should be effected by the modifications suggested above, the funds thus placed at the disposal of Her Majesty's Government might be in part applied to the support of a resident envoy at Pekin. If the present fabric of the Chinese empire be preserved, or if its territories be kept together under the sway of any single government, the capital of China will become the scene of a diplomatic struggle similar to that which is sustained at Constantinople and Teheran. The representatives of Great Britain, Russia, France, and America, will be placed there in an attitude of reciprocal vigilance and control, the interests at stake will be of the first magnitude, and the representative of England should be invested with all the advantages of dignity and emolument.

It would be foreign to the purposes of this despatch to contend at length that the true interests of China and of England have long been sacrificed by the want of such an establishment, but I imagine that the eyes of Parliament and the country will not be blind hereafter to the necessity of its maintenance. The right of correspondence between the mission in China and England by post, messenger, and telegraph across the continent of Asia, should be secured by engagements with the Russian Government.

In the rank of secretaries of embassy and legation, some have proposed an innovation borrowed from Russia and Germany. We are advised to introduce the grades or titles of "Conseiller de Légation" and "Conseiller d'Ambassade." I do not see much reason for such a change; "Secretary" sounds as well as "Counsellor," and the latter term does not exist in the diplomacy of France. More ground appears for the adoption of another nomenclature in reference to "paid attachés." There is something obnoxious in the first of these terms, and something frivolous in the second. We have had paid attachés of thirty-five years of age, who have long filled positions equivalent to those which belong to the second and third secretaries of the foreign services. The peculiarity of our establishment in this respect is not generally known or not habitually remembered. A "paid attaché" is often presented in society as an "attaché;" his years excite some surprise, his rank commands little consideration, and he is not treated at first with all the respect due to his real position and standing. Her Majesty's Government would give satisfaction to the junior members of the profession, and make a useful improvement by conferring the designation of "secretary" on all attachés who have passed a second examination, and by graduating them on the French system. The term "attaché" would thus be confined to the first stage of employment. The word is foreign, and perhaps expresses something of the easy and transitory connexion which in former times united the members of a foreign mission; yet it is universal, and could hardly be supplanted by another of equal acceptance. The French Government of 1848 condemned "attaché" as savouring too much of the levity of the old regime, and endeavoured to affix the naval denomination "aspirant" on the diplomatic neophyte. I need not say that the more airy and agreeable title has long since been restored to its grateful claimants.

Nomination.—Candidates for diplomatic employment are appointed by the Secretary of State for Foreign Affairs, and are examined by the Civil Service Commissioners before they enter upon the performance of their duties. Nomination precedes examination. Some, going with the humour of the time, conceive that competitive examinations should be opened, and that those candidates who manifest the highest intellectual attainments should be selected for the service to which they aspire. It is far from my purpose to decry examination,

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examination, or slight the claims of transcendent capacity. It must not, however, be forgotten that diplomacy is a limited profession, in which birth, connexions, early associations, manners, and other qualities inaccessible to the scrutiny of the scholastic examiner, are of no small importance. Even fortune is indispensable in the lower ranks, and most desirable in the upper. I believe that the purely competitive system might entice some men into the profession who, however accomplished, would, in some respects, be unfitted for it, who would become disappointed, and would eventually retire with bitterness and loss. It is objected that under the patronage of the Secretary of State, an undue proportion of diplomatic functionaries is drawn from the highest classes, and an inspection of the Foreign Office List will show show some ground for this imputation. It may be urged, on the other hand, that in England men bearing titles, even of courtesy, are practically excluded from two learned and lucrative professions, from industrial enterprises, from financial speculation, and from commerce. Nor can it be justly disputed that the selection of diplomatists from families not merely distinguished by barren titles, which are a plentiful commodity on the Continent, but for services rendered to the State in connexion with domestic politics or foreign countries, has still some advantage in courts, and in official society abroad. To make of diplomacy a preserve for the titled families would be a sordid and impracticable design, which the discretion of the aristocracy itself would reject; but the perpetuation, in a certain measure, of great names borne by men of competent ability, in employments where such names are acceptable and influential, is not an unworthy or unprofitable policy. A Fox, or a Grey, will long be agreeable to Imperial France; a Fane and a Wellesley will be welcome in Germany and Russia; a Temple will be welcome in Holland; among the Greeks and Spanish Americans the name of Canning will always awaken some grateful emotion. In the United States I am confident that no quality would be more esteemed in a British Minister than a historical name, except, perhaps, high distinction in science or letters. It seems, then, not unreasonable that in our country, under its present constitution, a considerable share of diplomatic offices should go to the aristocracy, but there should be nothing offensively predominate or exclusive. There must be the same mixture of classes here as there is in Parliament and the other professions, for no department of the public service can be popular and useful which does not embody elements taken from the various orders of cultivated society. If there has been some abuse in this particular, it will no doubt be gradually corrected, and a reference to the more recent appointments will show several nominations from the Liberal side of the House of Commons, and from the learned professions.

Examination.—The right of free selection remaining with the Secretary of State, the country may undoubtedly demand that the nominee shall be strictly proved, and shown to be fit for his employment. It becomes me to speak with diffidence on the examination system, for I was appointed and promoted in the old ignorant way. I believe, however, from what I have heard, that the present preliminary examination is an indulgent, but sufficient test of competency. Too much stress cannot be laid on a perfect knowledge of French for speaking and writing, a point on which I think our diplomatists still much below the Russians and Austrians.

In the second examination it is customary to try the candidate for promotion in the language of the countries in which he has resided, whatever those countries may be. This seems to me superfluous. Dutch, Turkish, Greek, Portuguese, are of little use to a diplomatist, and the time expended on them would be better bestowed in acquiring a well-founded lasting knowledge of German, Spanish, or Italian. For a paid attachéship, I would exact a knowledge of two languages, viz. of French, and of one other of the leading languages of Europe, and I would make the examination searching. There should be a second examination in French severer than the first, for a man may in the interval between his first nomination and his first promotion, have neglected that indispensable acquirement. If the candidate for promotion spontaneously claims to pass in other languages, he should be admitted to do so, and the result, if honourable to him, should be carried to his subsequent credit. History, political economy, statistics, international law, and the faculty of writing on those subjects in English freely, naturally, and rapidly, should be, as I imagine they are, the other subjects for examination.

Promotion.—The method of promotion followed in the diplomatic service is now founded partly on seniority and partly on selection. Her Majesty's Government is disposed, I believe, to recognise the claim of length of service, coupled with general capacity; but the absolute rule of seniority is not applied, and could not be introduced with benefit. It would not only be disadvantageous to the public service, but it would be prejudicial to the interests of the parties concerned. Under such a system a married secretary might be dispatched to Tehran or Mexico, an Orientalist would be transferred from the Bosphorus to Berne, the robust man might be sent to the softness of Lisbon, and the delicate man to the rigours of St. Petersburgh. All considerations of superior merit, local appropriateness, previous experience, personal convenience, would be confounded, and the profession would be reduced to a tedious and onerous round of succession.

In conveying my sentiments on this subject I labour under some reproach, for I have largely profited by good fortune and ministerial favour. I advocate a system which has pushed me on. It cannot, indeed, be affirmed that the patronage of the profession has been entirely free from inequality and partiality. Men have been intruded and advanced by family connexion; parliamentary exertions have been rewarded by diplomatic ease;

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but these instances have been rare, and in two cases at least, present to my memory, they were mitigated, if not justified, by the merits of the persons irregularly engrafted on our body. It is not probable that similar acts will be repeated. The profession is protected by an increased sense of responsibility in the Foreign Office, and by the more vigilant scrutiny of the press and the public.

The general rule ought to be the regular advancement of the diplomatic servant from the lowest to the highest rank. The prizes should be reserved for those who have learned and laboured to attain them. Yet I would not make the profession absolutely close. It is contrary to the genius of our country to bind up the hands of a Minister by positive restrictions. We desire a just Government, but a free Government. There are emergencies in which a Parliamentary statesman, an influential Cabinet Minister, the representative man of some policy or opinion, would make the best ambassador. There are also special and technical negotiations which may require appropriate agents. In such cases Her Majesty's Government, by exercising their superior discretion, would create no dissatisfaction. The permanent interpolation of an ordinary secretary or minister, altogether strange to foreign business, would be far more resented.

The same powers should be left to Government in respect to the introduction of consuls and gentlemen from the Foreign Office. No injunctions should be framed on the subject. Consular business and consular associations are usually different from those of diplomacy; yet consuls have in some places arduous political functions, and may develop a high capacity for diplomatic employment. Sir Henry Rawlinson was a consul; Colonel Rose, first a soldier, became, as Consul-general in Syria, a fearless and indefatigable agent of Her Majesty's Government. He showed the same qualities as Chargé d'Affaires at Constantinople; and would, no doubt, have been an ornament to diplomacy if he had not found greater honours still by returning to his original career. Nor should the passage between the domestic and exterior establishments be entirely barred. An Under Secretary of State may claim with propriety the comparative repose of a foreign mission. A foreign minister may with propriety accept the office of Under Secretary of State. Mr. Strangways went to Frankfort. Mr. Addington superintended the Foreign Office with credit. The Parliamentary Secretary may also avail himself of a favourable occasion for enlarging his knowledge of men and business abroad, and may afterwards return to his administrative and legislative duties with improved capacity. Lord Wodehouse was appointed to St. Petersburgh. He has since resumed his functions in Downing-street. The nomination excited some temporary discontent; but we must admit, on reflection, that the profession gains by possessing connexions and sympathies at home. It is not good for us to stand apart. We have need of confederates conversant with our interests, and capable of defending them. In short, diplomacy should be treated as a distinct profession, and its members should be advanced by gradual stages to its highest honours and emoluments; but this rule should not be inviolable, and Her Majesty's Government can be entrusted with the power of exceptional action.

I may here be permitted to state that, in my judgment, gentlemen entering the profession should, in the first instance, be as much as possible attached to the great missions, where the best school of manners and business is to be found; and that, having been thus formed, they should not be allowed to encumber those favourite places too long. No attaché should remain more than two years in the same legation. A great diversity of experience and employment is most valuable in the beginning; it is not so easily obtained at a later period.

The examination system will not fill the diplomatic ranks with men of conspicuous ability, but it will improve ordinary capacities, and exclude incompetency. Nor will the consolidation of the profession, and a course of regular and impartial advancement, multiply and retain a superior class of minds.

The diplomatic life is rather enervating. It does not offer powerful stimulants and high rewards. Should a man of decided energy and genius appear in diplomacy he would probably desert it for the bar, or the strife and fame of Parliament. A methodical education in diplomacy will, however, form a useful body of public servants, more assiduous in business than the last or the present generation.

Duties of several Ranks.—The rights and duties of the several ranks in a foreign mission have recently been defined by an instruction which was, no doubt, prompted by a just sense of the claims of the junior members to confidence and improving reasonable employment. An order of that nature was necessary. The whole profession will be grateful for this mark of interest on the part of Her Majesty's Government, and will profit by your Lordship's directions. I venture, however, respectfully to doubt whether your Lordship's injunctions, on one point, can be literally acted upon with advantage; I mean with reference to the position and functions of the secretary in legations and embassies of the first order. It cannot be disputed that the secretary should have free access to all the correspondence, public and confidential, and that the chief would do well to entrust him with the superior management of some important branch of the business; but I would hesitate in making him the habitual channel of communication between the head of the mission and the executive office of Chancery. For the conduct of the current affairs, the first attaché would perhaps be a preferable agent. There will inevitably be at an active mission a good deal of waiting and running to and fro; perhaps some peculiarity of hours or habits on the part of the chief; the secretary may be stubborn or sensitive, or he may live a long way off; he may be married; he may dine too late or too early; he may go to bed when his

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his chief goes to work: faults will be found or imagined, and those faults may be taxed with some asperity. The secretary may be an older man than his master; he may be an abler man; he may have filled the same office as chargé d'affaires, and may look to fill it again; he is the predecessor of his chief, he is the heir of his chief; he is not always his chief's friend. By many avenues jealousies may be insinuated between a minister and his secretary. Those feelings will be controlled by the good temper and indulgence very common in our profession, without which it would be nothing; yet I would not expose persons so placed to all the asperities of constant mechanical intercourse.

Your Lordship says that the relations of the chief and the secretary are to resemble those of the Secretary of State and the head of a department in the Foreign Office. I submit that the relations are essentially different. The Secretary of State is a Parliamentary statesman, entrusted by the Sovereign with the conduct of our foreign policy. He has generally no previous connexion with the office or its members. The subordinate here has never occupied the position of the chief, nor does he aspire to it. There can be no question of equality or envy—hardly any of criticism or counsel in higher matters. The Secretary of State and the head of a department are so distant that they can never clash; the head of a mission and its secretary are so near that they should not be forced into a constant contact. The secretary should have a right to know everything, but he should not be charged by the Foreign Office with any particular duty. His active share in the business of the legation might be settled on a friendly footing between him and his superior, according to their private convenience and the local exigencies of the public service.

Your Lordship having referred in the same instruction to the office of librarian or archivist which exists in some enbassies, I beg to submit my humble opinion that that office is superfluous, and even pernicious. An accurate division of labour is the last thing to introduce in diplomacy. Every member of an embassy should be able to turn his hand to every department of the work. Where there is an archivist, the attaché will not make himself familiar with the previous correspondence, which contains the basis of existing relations, and the unwrought materials of history.

An archivist will be apt to become a sort of familiar in the embasssy, the traditional repository of unwritten knowledge. He will be inclined to go beyond his proper functions, and trench upon those of the other members,

Salary.—The diplomatic service of England is, on the whole, as well paid as that of any other country; and there can be no question that Her Majesty's Government desire to give their agents abroad salaries commensurate to the duties and the dignity of their position. If any changes be thought necessary, they are recommended either by the alteration introduced into the profession by the examination system, or by the great increase of prices in certain localities contingent on the railway development, on a diminution in the value of money, or on some other local cause.

I think that it would be advisable to grant a small salary to attachés from the date of their first examination. They now qualify themselves formally for employment, and therefore deserve some equivalent remuneration. By being paid, the attachés would have an increased sense of obligation to work, and the minister would obtain a stronger claim on his time and exertions. The Foreign Office would also proceed with greater caution in the nomination of persons to those offices.

The salaries of the paid attachés are perhaps sufficient, if we recognise the principle that all salaries below the rank of secretary are to be considered as auxiliary.

In the rank of secretary the salary is commensurate, when used with economy, to maintain the decencies of existence, if the recipient be unmarried. The married secretary must provide for his family from other sources. The same rule applies to officers of the army and navy.

It seems vain to expect that Parliament will contemplate marriage as one of the unavoidable conditions of official life, at least in its earlier stages.

The functions and allowances of chargés d'affaires form a pleasant diversity in the service of the secretary. His emoluments are justly deducted from those of the absent minister.

Her Majesty's representatives at the courts of the middle order, such as the Hague, Copenhagen, Lisbon, and others, are well remunerated.

If the minister has private funds from which he can assist his official allowances for outfit, he may live at once with a becoming hospitality on his official income. If he has no ready money, he can stint his current expenditure until the disbursements of a first establishment are covered. In some of the smaller posts, such as Berne and Dresden, where the salary is 2,000 *l.* a year, I conceive that the minister must be ill at ease. That scale of salary was adopted in very different times, and it may now require revision and enlargement. The great establishments at Vienna and St. Petersburgh were placed some years ago, when reduced in rank, on a diminished footing. The salaries of Her Majesty's representatives at those capitals should not be raised merely because the offices are elevated anew to the rank of embassies. An ambassador in these days and in those places need hardly spend more than an envoy extraordinary. I would rather found their claim on the assertion that the posts in question have been for some time positively underpaid. I would not advocate an extravagant or emulous scale of emolument. It is impossible to enable our representatives in the great centres of wealth to vie with the chief fortunes of the countries in which they are respectively accredited; indeed no reasonable purpose could be served

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by such competitive ostentation. Nor is it it practicable to ensure an equality of expenditure between English ministers and their foreign colleagues. We cannot obliterate the disparity of private resources.

Do what you may, the Duke of Ossuna will still be the most opulent ambassador at St. Petersburgh; and Ossuna himself is not as opulent as Jacobleff or Demidoff. Nor is this state of things to be regretted. In good society a man will be despised for being penurious, but not for being poor. Everywhere the private means of a foreign minister are correctly estimated, and his official emoluments are exactly known. If a poor minister spends a competent salary with courtesy and good taste; if a rich one adds a moderate portion of his own, they will be equally respected.

Her Majesty's Ministers abroad habitually regard themselves as stewards of Government funds for a particular purpose, during their tenure of office; and that purpose is happily conformable to their own comfort and satisfaction. No one uses his emoluments for purely selfish purposes; no one saves them. If the country grants much, much will be laid out; if the country grants less the metal must be beaten thin and made to go as far as possible. One may, perhaps, live with an exact propriety on the salaries now awarded (7,000*l.* per annum) to Vienna and St. Petersburgh, yet I fear that the effort would be attended with a degree of contrivance to which Her Majesty's representatives are little used; they will probably spend all they get, and more than they have.

House-rent.—The allowances for house-rent are, I believe, sufficient in most capitals to secure unfurnished residences for Her Majesty's Ministers, adapted imperfectly to the purposes of business and entertainment. The expense of furnishing remains usually at the charge of the Minister, the allowances for outfit being rarely commensurate. He must provide the money in one way or another, and he manages to do so. To buy or build houses—a course sometimes recommended to Her Majesty's Government—would, in my opinion, be a serious error. The sums expended on the diplomatic hotels at Paris and Constantinople have been exorbitant, and have provoked a just impatience in the House of Commons. It might, however, be desirable to sanction, where a necessity is shown, the lease of houses in the name of Government, in lieu of that of the minister, as the official habitation. At present, every one acts for himself, and often on unfavourable conditions, owing to the uncertainty of a diplomatic occupancy. If the Government interposed, a valid and permanent security would be obtained by the proprietor; better lodging would be had on cheaper terms; and where there is a security of accommodation, speculators would be disposed to build houses fitted for official purposes. One minister would follow another, and each would be saved in turn a great deal of trouble. It would be stipultated that Her Majesty's Government should never be responsible for repairs, and they would have nothing to do with furnishing. Under this system the archives would be carefully provided for, and would remain longer undisturded; and a certain degree of equality in reference to public appearance would in one respect be preserved under successive occupants.

In some places, the allowance for house-rent is undoubtedly too low; I refer particularly to Vienna and St. Petersburgh. In the latter city, Sir Hamilton Seymour, when I had the honour of serving under him in 1852, paid 1,100*l.*, being 300*l.* more than the yearly sum granted by Government. Prices have since advanced, and 2,000*l.* a year is not an uncommon rent for a furnished residence of the first class. Under such circumstances, it is surely consistent with justice that Her Majesty's Government should either raise the allowance for house-rent to the actual level of the market, or relieve their ambassador of all personal responsibility, by abolishing the allowance, and taking an official residence for the embassy for a term of years, in the name and at the charge of the State.

Leave of Absence.—The regulations now laid down respecting leave of absence granted to the junior members of the profession seem just in principle. It is not unreasonable to retain a portion of the salary in cases of prolonged absence, on private grounds, from official duty. There were in former times some abuses in this respect, which it is right to correct. The annual period of leave accorded, without reduction of emoluments, may also be looked upon as sufficient, and the provision that the periods belonging to two years may be run together is considerate. I beg to suggest that more extension should be given to the last stipulation, and that secretaries at least should be allowed to take their accumulated leave of absence for three years, without diminution of salary, at any time in the course of the third year. They would thus have about seven months at their disposal, which, in cases of poverty, family encumbrances, and distance from England, would be a sensible convenience, without any prejudice to the public service. In the rank of secretary, I think that a greater liberality should be observed than at any other stage, for it is not desirable that diplomatic functionaries when in the prime of life, and without any call to constant and active intervention in business, should be long alienated from England and identified with foreign habits and notions.

Decorations and Uniform.—The question of decorations, as it involves reward, is of some importance, and that of uniform, which is connected with ceremony, in not unworthy of your Lordship's attention.

At the present moment public feeling runs rather in favour of visible signs of personal merit, such as crosses, medals, stripes, ribands, &c., &c. These marks are, in the opinion of some, more adapted for the humbler than the upper classes, and for the profession of arms than for the civil branches of the service. I speak with deference to better judgments than

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than my own, but I regret the extension of the Order of the Bath, and its undue distribution in the diplomatic service. Decorations appear to me superfluous as methods of reward in diplomacy. Her Majesty's Government can reward their foreign ministers by the approval of the Sovereign, by promoting them, by publishing their despatches, by mentioning them in Parliament. All decorations have a tendency to become too numerous. They are regarded at last as a sort of appendage or ornament belonging to posts of a certain rank, as a right attached to a certain length of service, not as recognitions of conspicuous ability or particular acts.

Formerly, we had no decoration in the profession except the Grand Cross of the Bath. It was rarely seen, and generally on the person of some old ambassador who had filled eminent positions and been connected with great historical events. I have in my mind the figures of Sir Charles Stuart, Sir Stratford Canning, and some others of their cotemporaries. The Order of the Bath was then really an object of high respect to foreigners and to ourselves. I hope it may not become too cheap and familiar. The plainness of an English minister was approved by reflecting minds, and secretly envied by sensible foreigners covered with conventional tinsel. I knew an envoy who held for many years an agreeable appointment; he was generally esteemed and loved for his good sense, benevolence, and courtesy; he had a powerful and popular connexion, but he had never been called to take a prominent part in important transactions. Until the change was made in the Order of the Bath he had no personal decoration. People who appreciated his character and abilities would point to his simplicity with approval, and praise the discretion of the English Government.

Perhaps the best course would have been to have reserved the Grand Cross itself as the cumulative reward of life-long service, and to have bestowed it only on retirement. I am bound to add that I believe the present system is approved by most persons, and that the inferior orders of the Bath have been hitherto conferred sparingly and justly. We are preserved from the follies of the decoration system by being forbidden to accept foreign orders. To that regulation Her Majesty's Government will, perhaps, do well to adhere with more undeviating strictness than has heretofore been observed. It is not to be supposed that English diplomatists could be seriously seduced by such favours, but those favours would be attended with an uneasy sense of obligation, and they would be an object of suspicion to our own people.

All presents of diamonds and other objects of value to ministers abroad, as well as to their wives and families, should be disallowed. The practice has recently only prevailed at Constantinople, where the poverty of the Sultan would at any rate probably put an end to it. Innocent as far as the ambassador and his connexions are concerned, such incidents offer a bad example to subordinate functionaries and afford matter for invidious comments.

The uniform of the diplomatic body is a modern innovation. In the seventeenth and eighteenth centuries, ambassadors, like other persons of quality, went to their own court, and to the court of other sovereigns, in the finest clothes worn by good company at the period. Ladies in most places do so still. Uniforms are, however, now universally received, except by the Americans, who have made an awkward and premature attempt to dispense with them. This change has been promoted by the universal adoption of the military habit by sovereigns since the Seven Years' War, or at least since the French Revolution.

While princes commonly appear in uniform on public occasions, it would not be respectful to approach them in plain clothes. We must, therefore, have a uniform, which might be soberer in the upper ranks and easier in all. The diplomatist will soon be the only Englishman buttoned up to the throat, and ornamented with gold and feathers. I think the present uniform of a secretary of embassy, worn open instead of closed, would be sufficient for all the purposes of formality. In these matters, however, it is wise to move with the fashion of the age, avoiding its extravagancies.

Pensions.—The retiring allowances awarded in the diplomatic profession are more liberal, and attained on easier terms, than those granted in any other branch of the public service. The present tenants of the higher posts have no benefit to expect from a modification of the existing system. In the interest of the junior members of the profession, it would, however, be just to revise the regulations in force, and substitute others by which their claim should commence from the earliest date of remuneration in lieu of commissioned service. The term of years would necessarily be prolonged. The amount of allowance might possibly be diminished, but the rule would be more equitable, and be more in harmony with that which is applied in the other departments.

In taking leave of this subject, a diplomatist may acknowledge that the class of public servants to which he belongs is well paid, moderately worked, and generously pensioned. In truth we have many reasons to be satisfied with our condition. The very nature of our functions excludes the hazards and hardships incidental to some other professions. Until the lamented death of Mr. de Norman, the dangers and sufferings of Her Majesty's diplomacy belonged to the legends of the Kremlin and the Seven Towers. Our authentic

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history was one of peace and ease. Our labours are necessary, beneficent to others, and not oppressive to ourselves. The degree of intellectual exertion is usually such as a wise man would spontaneously practise. In the great posts, and in periods of agitation, everywhere the work and responsibility are heightened, but the agent may be indemnified by the approval of his Government and the public notice. The Secretary of State generally exercises his sway with forbearance, more as a counsellor and friend than as a commanding officer. The same suavity prevails throughout. With few exceptions, the junior members of the profession live on pleasant terms with their local Chief, mixing the equality of gentlemen with the respect of subordinates.

Enclosure 1, in No. 15.

MEMORANDUM on the *Netherland* Diplomatic Service.

L'ARRETE Royal du 13 Décembre, 1860, prescrit de nouvelles disposition pour l'admission dans la carrière Diplomatique.

Un exemplaire de cet Arrêté se trouve joint sous ce pli.

Comme il n'existe dans notre pays aucune distinction légale entre les différentes classes de la société, chacun peut demander l'autorisation du Rio pour être admis au Service Diplomatique.

On choisit cependent de préférence les personnes dont la position sociale et la fortune offrent des avantages.

Employés d'abord au départment des affaires etrangères sous la direction d'un sécretaire de légation, les attachés sont envoyés à l'étranger lorsque les besoins du service l'exigent.

On vient d'établir la règle qu'à moins de cas exceptionnels les jeunes diplomates ne resteront pas plus de deux ans attachés à la même légation jusqu'à ce qu'ils aient atteint le grade de chef de mission, et qu'avant d'obtenir un poste indépendant ils reprendront service pour quelque temps au bureau des affaires etrangères.

A moins de raisons spéciales l'avancement dans la diplomatie Néerlandaise a lieu par ancienneté. Les grades se suivent ainsi: Attaché, secrétaire, conseiller de légation, chargé d'affaires, ministre résident, envoyé extraordinaire et ministre plénipotentiaire.

Le personnel des légations Néerlandaises étant peu nombreux, il n'y a pas de réglement spécial sur le travail de chacun.

Les secrétaires et conseillers de légation, ainsi que les attachés, doivent se conformer aux instructions de leurs chefs.

Des données exactes sur les appointements des employés du département et des légations à l'étranger se trouvent dans l'état explicatif du budget de l'année 1861, annexé à cette note.

Une certaine somme pour prais de voyage et d'établissement, fixée d'après les circonstances, est allouée au chef de mission qui se rend à son poste. Des frais de voyage sont également accordés aux secrétaires et conseillers de légation.

Lorsqu'un chef de mission obtient un congé de moins de deux mois, il garde la totalité de ses appointements, sauf l'indemnité à payer au chargé d'affaires qui le remplace. Si son absence de son poste excède deux mois, il perd la moitié de ses appointements, mais sans devoir payer l'indemnite susmentionnée.

Le conseiller ou secrétaire de légation, chargé des affaires pendant l'absence de son chef, reçoit le double de ses appointements ordinaires.

Les consuls Néerlandais résidant dans un pays où un agent diplomatique est accrédité sont placés sous ses ordres, leurs demandes sont transmises par son intermédiaire, et c'est de lui qu'ils reçoivent leurs instructions.

Les agents consulaires ne peuvent pas être nommés à des postes diplomatiques. Il en est de même des employés du département.

Pour avoir droit à une pension, qui jamais ne peut dépasser la somme de 4,000 florins, il faut avoir passé quarante ans au service, et être âge de plus de soixante-cinq ans. Il n'y a d'exceptions que pour cause de maladies et d'infirmités.

La pension se calcule en prenant pour base un soixantième des apointements annuels, d'après la moyenne des cinq dernières années de service, multiplié par le nombre d'années de service, mais pour ce calcul une partie des appointements est considéré comme frais de représentation; on considère comme appointement fixe soumis à une retenue de 2 pour cent. pour un chargé d'affaires, 4,000 florins; ministre resident, 6,000 florins; envoyé, 8,000 florins.

Lorsque des agents diplomatiques perdent leur poste parce qu'il est supprimé ou pour toute autre raison indépendante d'eux, il jouissent d'appointements fixés d'après les circonstances pour le temps de leur mise en disponibilité.

Cette note est accompagnée d'une liste des members du corps diplomatique Néerlandais.

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Enclosure 2, in No. 15.

(Translation.)

DECREE of the 13th of December 1860, having reference to Regulations touching the Admission and Advancement of Attachés in the Diplomatic Body of the *Netherlands*.

WE, William, by the grace of God, King of the Netherlands, &c., &c., &c., having regard to the Royal Decrees of the 16th of April 1846, No. 89, and of the 3d of March 1853, No. 85, regulating the admission and promotion of attachés in the Netherlands diplomatic body, on the proposal of our Minister for Foreign Affairs of the 11th of December 1860, No. 35, have resolved, and do resolve:—

Article 1. Those who desire to be named to the office of attaché in the Netherland diplomatic body must address themselves in writing to our Minister for Foreign Affairs.

Art. 2. The conditions required in order to become an attaché, are:—

1. To be a Netherland subject.
2. To be at least 21 years of age.
3. To have taken the degree of Master in Laws in one of the National Universities, or to exhibit the proofs of having passed an examination in the branches of knowledge prescribed, or hereafter to be prescribed for this purpose, before the Commission referred to in Article 7 of the present decree.

Art. 3. If, in the judgment of the minister, the candidate fulfils the conditions defined in the foregoing article, and possesses besides the qualifications requisite in order to be admitted into the diplomatic body of the Netherlands, the minister shall submit to us a proposition to that effect.

Art. 4. A salary of 1,000 florins (85*l.*) is attached to the functions of attaché, whether service be rendered in the Foreign Office or in one of our foreign missions.

Art. 5. On the demand of the head of one of our missions, permission will be given by us to him to name one or more attachés, subjects of the Netherlands, to do duty at his mission, and under his responsibility.

Such attachés, unremunerated by the State, shall not be regarded as public functionaries, and they shall be forbidden to affix their signatures to official documents.

If they desire to have their claims considered in reference to becoming paid attachés, they must fulfil all the conditions defined in Articles 1, 2, and 3.

Art. 6. No paid attaché shall be promoted to be secretary of legation without having given proofs, in a searching examination, that he has knowledge and practical experience in those branches of learning which are necessary to make an accomplished diplomatist.

Art. 7. To carry into effect this examination, and that contemplated by Article 2 of this decree, a commission shall be named by us, on the proposal of our Minister for Foreign Affairs, composed of a President and four members. An employé of the Department of Foreign Affairs shall be added to the commission as secretary.

Art. 8. The commission shall frame and submit to us—1st, a regulation respecting the periodical resignation of its members; and 2dly, a regulation touching the subjects on which the examinations alluded to in Articles 2 and 6 shall turn, as well as regarding the provisions necessary for testing the relative capacity of the persons examined, when compared with that of candidates to be examined at a later period.

Art. 9. The commission shall be called together by the President, prompted thereto by our Minister for Foreign Affairs, as often as the interest of the service requires it.

The President and members shall receive allowances for journey and entertainment on the footing of the first class of the tariff regulated by our decree of the 15th December 1849, saving the exceptions comprised in Article 5 of the said decree.

Art. 10. In the subsequent promotion of the persons examined, reference shall always be had to the capacity manifested by them in the examination, and recognised by the commission.

Our Minister for Foreign Affairs is charged with the execution of this decree, which shall be inserted in the "Staats Blad" and the "Staats Courant," and copies of the same shall be sent to our Ministers of the Interior, and to the General Chamber of Accounts.

The Hague, 13th December 1860.

(signed) *William R.*

The Minister for Foreign Affairs,

(signed) *Van Zuylen van Nyevelt.*

Published on the 20th December 1860.

The Director of the Royal Cabinet,

(signed) *De Kock.*

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Enclosure 3, in No. 15.

LIST of the Members of the *Netherlands* Diplomatic Service.

Name.	Residence.	Name.	Residence.
Envoyés Extraordinaires et Ministres Plenipotentiaires:		Chargés d'Affaires:	
		Jonkheer Heldewier -	Turin.
Baron de Heeckeren -	Vienne.	—— - - - - -	Lisbonne.
Baron Schimmelpenninck van der Oye - -	Berlin.	Conseillers de Légation:	
Baron Bentinck - -	Londres.	Baron van Ittersum - -	Francfort.
Jonkheer van Scherff -	Francfort.	Jonkheer Berg van Middelberg - - - - -	Paris.
Baron Sirtema de Grovestius	Madrid.		
Baron Gericke - -	Bruxelles.	Secrétaires de Légation:	
M. Lightevelt - - -	Paris.	Chevalier Pauw - -	En congé.
Baron Gevers - - -	St. Pétersbourg.	M. Rochussen - - -	Copenhague.
Comte de Bylandt - -	Stockholm.	M. Mazel - - -	Londres.
Baron Stratenus - -	Hanovre.	M. van Lansberge - -	Bruxelles.
M. du Bois - - -	Constantinople.	Jonkheer van der Hoeven	St. Pétersbourg.
M. Roest van Limburg -	Washington.	M. Westenberg - -	Berlin.
		Comte de Rechteren -	Vienne.
Ministres Résidents:		M. Everwijn - - -	Madrid.
Baron F. Testa - -	En congé.	Baron van Pallandt - -	Francfort.
Comte du Chastel - -	Rome.	M. Keun (1er Drogman avec rang de Secrétaire)	Constantinople.
—— - - - - -	Copenhague.		

Attachés.—On nommera sous peu des Attachés dont la nomination a été retardée à cause des changements introduits récemment dans les règles pour l'admission.

Enclosure 4, in No. 15.

RETURN of SALARIES in the *Netherlands* Diplomatic Service.

SALARIES and Appointments of the Members of Legation.

	Francs.	*Francs.*
America, United States of:		
Minister Resident - -	- -	10,500
Baden. *See* German Confederation.		
Bavaria. *See* ditto.		
Belgium:		
Envoy - - - - -	14,000	
Counsellor or Secretary -	3,000	
Chancellor - - - -	800	
		17,800
Denmark:		
Minister Resident - -	- -	8,000
German Confederation (Baden, Bavaria, Hesse, Nassau, and Frankfort):		
Envoy - - - - -	10,500	
Counsellor or Secretary -	3,000	
Chancellor - - - -	800	
		14,300
France:		
Envoy - - - - -	21,000	
Counsellor or Secretary -	5,000	
Chancellor - - - -	1,200	
		27,200
Frankfort. *See* German Confederation.		
Great Britain:		
Envoy - - - - -	30,000	
Counsellor or Secretary -	5,000	
		35,000
Greece. *See* Turkey.		
Hanover and the Hanse Towns:		
Minister Resident - -	8,000	
Chancellor - - - -	400	
		8,400
Hanse Towns. *See* Hanover.		
Hesse. *See* German Confederation.		
Nassau. *See* ditto.		
Austria:		
Envoy - - - - -	16,500	
Counsellor or Secretary -	3,000	
		19,500

	Francs.	*Francs.*	£. s. d.
Turkey:			
Minister Resident - - - - -	10,000		
First Dragoman and Director of Consular affairs at Constantinople - -	4,000		
Second Dragoman and Chancellor -	1,200		
Third Dragoman and Vice Consul -	1,200		
Chancellor at Athens - - - -	1,500		
		17,900	
Portugal:			
Minister Resident - - - - -	- -	8,000	
Prussia, Saxony, and Saxe-Weimar:			
Envoy - - - - - - -	16,500		
Chancellor or Secretary - - -	3,000		
		19,500	
Rome and Sicily:			
Minister Resident - - - - -	- -	8,000	
Russia:			
Envoy - - - - - - -	26,000		
Counsellor or Secretary - - -	5,000		
		31,000	
Sardinia:			
Chargé d'Affaires - - - - - - -		7,000	
Saxony. *See* Prussia.			
Sicily. *See* Rome.			
Spain:			
Envoy - - - - - - - - -		12,500	
Sweden and Norway:			
Envoy - - - - - - - - -		10,000	
Extraordinary pay of Counsellors or Secretaries of Legation, who are charged with the care of a Mission when the head of it is absent from his duties - -		1,000	
Three Attachés - - - - - - - - -		3,000	
		258,600 =	22,102 11 -
Diplomatic and Consular outfits, and travelling expenses - - - - - - - - - - -		- -	1,196 11 7
Extraordinary disbursements (Diplomatic and Consular)		- -	1,452 19 9

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PORTUGAL.

— No. 16. —

Sir *A. Magenis* to Lord *J. Russell.*—(Received January 22.)

My Lord, Lisbon, 13 January 1861.

I HAVE delayed replying to your Lordship's circular despatch of the 25th October last, instructing me to report to you any suggestions and information which I may have to offer upon the present constitution and working of Her Majesty's diplomatic service, in the hopes of being able to forward, at the same time, the information which you require in the same despatch, with regard to the diplomatic service of this country.

I have, however, not as yet received a reply to the note which I addressed, on the 3rd of November last, to Senhor d'Avila on this subject, and I have been informed, in answer to a private inquiry which I made when I was likely to receive that reply, that the delay had arisen from the illness of the person in the Ministry for Foreign Affairs charged with its compilation.

I will delay no longer in offering a few suggestions respecting our diplomatic service.

I am of opinion that it is advisable to maintain the existing regulation which divides attachés into paid and unpaid classes, and that it is highly desirable that after having passed an examination before the Commissioners of Civil Service, every attaché should serve at least three months in the Foreign Office, and, if possible, in the department of that office to which the mission he is about to join belongs. I believe it will be admitted by every one who has thus served in the Foreign Office previously to joining a mission abroad, that he acquired a knowledge of forms and experience of business which he could not have obtained until after a much longer service abroad.

If a second examination be deemed necessary upon the appointment of an unpaid attaché to a paid attachéship, I think a report on any one of the countries in which he may have resided would be sufficient.

I think it would be only a measure of justice to the junior members of diplomacy that the length of service required to obtain a retiring pension should be calculated from their first appointment as paid attaché, and if this important boon be conceded, no difficulty would exist in conferring the rank and title of second and third secretaries on first and second paid attachés, and such secretaries might then be appointed to all embassies, and to those first class missions where there is much business.

I believe that the system occasionally adopted of conferring pecuniary rewards on attachés for meritorious service might, with great advantage, and at a very trifling additional expense, be more frequently adopted. In the absence of any other means in the power of the Secretary of State for Foreign Affairs of marking his approbation of zealous and deserving attachés, when brought under his notice by their chiefs, such rewards act as a great encouragement, and are prized far beyond any pecuniary interest. I mention this point from personal knowledge of its good effects.

Nothing would tend more to establish the diplomatic service as a *bonâ fide* profession, and to induce persons of education and social position to make it their choice and pursuit, than a more regular system of promotion, without establishing seniority as the sole test and ground of that promotion. I am aware, from a long experience of our diplomatic service, that it rarely happens that merit, when accompanied by perseverance, fails to make its way in the long run; but individual exertions, I am also aware, have been very frequently checked by long service being disregarded, and by the promotion of a junior.

The late regulations placing secretaries and paid attachés on half-pay in the case of absence from the posts beyond the short annual leave of absence allowed, appears to me to be unnecessary, while the imposition of a pecuniary fine is grating to the feelings of gentlemen.

No member of a mission abroad can absent himself from his post without having, through his chief, obtained previously the permission to do so, or without, in cases of emergency, his chief on his own responsibility, which the latter would report home, having allowed him to do so.

From the periodical returns from missions abroad, it is known at the Foreign Office how long any one in the diplomatic service has been absent, and such person could be instructed to return at once to his post, unless he assigned reasons to the Secretary of State to justify a prolongation of his leave.

From my own experience I will add, that there exists, in general, a high feeling among the junior members of the diplomatic service, and a readiness on their part to do their fair share of the work, that would make them unwilling to throw it on the shoulders of their comrades.

The duties and rights of the various members of a mission abroad have been so clearly laid down in Lord John Russell's late circular despatch of the 6th November last, that no

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difficulty ought to arise on this score for the future, and I consequently think it unnecessary to offer any suggestions on those points.

With respect to the reports which secretaries are required to make on the countries where they reside, I think they might with advantage be diminished to one, or at most two, annually. The drawing up of these reports, and the obtaining the statistical facts on which they rest, at present absorb the almost exclusive attention of the secretary. It is also questionable, in my opinion, whether their publication might not, with advantage, be dispensed with. Their object, I conclude, is to furnish information to the Government rather than to the public, and at the same time to stimulate the secretaries to exertion and observation. If these reports contain anything unfavourable to the Government or country from whence they come, and where the writer resides, their publication places him in an invidious and disagreeable position, and renders it much more difficult for him in future to obtain information.

The present scale of diplomatic salaries was established, I believe about 1831, and was a reduction on the scale which existed previously. It was, I conclude, estimated somewhat on the then existing prices. Since that time everything constituting the expenses of a diplomatic agent in a foreign capital have increased enormously, and I believe that increase may generally be said to be not less than from 30 to 60 per cent. Would it not be fair to the diplomatic service to revise their salaries in accordance with their increased expenses? I speak disinterestedly on this point for, from being unmarried, my official salary is sufficient for my requirements, but I have heard very general complaints on this subject.

I think that the heads of missions are fairly entitled to the same amount of annual leave of absence which is now accorded to their subordinates, without any further reduction from their salaries than what is required to cover the allowance to the acting chargé d'affaires. Indeed, I believe that their being placed on half-pay from the day they leave their posts is grounded on an erroneous principle.

I take for granted, the object is not to make a very trifling economy at their expense, but that it is argued when absent they cannot entertain, and thus the chief item of their expense ceases; but I will observe that it is impossible, or next to impossible, to discharge your servants and materially to diminish many other expenses of an establishment on leaving your post for a few months; those charges then continue, and I affirm that it is much less the actual expense of entertaining than the having and keeping up an establishment in which you can entertain, that constitutes the chief expense of a diplomatic agent abroad.

I am acquainted with a case in which this rule was attended with the greatest personal hardship; in which the head of a small mission, after having resided at his post seven years consecutively, was at last, on the death of two of his children, and at the advice of his medical attendant, obliged to return home, and being placed on half-pay was so straitened in means that he was obliged to return after a few months, and to leave his family in England.

I speak on this point with some experience, and from having no family with greater weight; and I can assure your Lordship that I have had some difficulty, which in the case of my married colleagues must be still greater, when on leave of absence for five or six months, in making both ends meet.

By the existing regulation, a minister who is transferred from a second to a first class mission must reside at this latter five years to enable him to retire on the pension of a first class minister. The many years he may have already served as minister are entirely ignored, and I think, as a matter of justice to ministers thus circumstanced, it would be fair to diminish the period to two or three additional years' residence in the higher post. Such a minister on retiring would thus have resided at his post as minister seven or eight years; and, including absences, would probably have been minister at least ten years.

I have, &c.
(signed) *Arthur C. Magenis.*

PRUSSIA.

— No. 17. —

Lord *Bloomfield* to Lord *J. Russell.*—(Received 6 December.)

My Lord, Berlin, 4 December 1860.

WITH reference to your Lordship's circular despatch of the 25th October, I have the honour to enclose herewith copy of a note which I have received from Baron Schleinitz, containing a memorandum on the organization of the Prussian Foreign Office; the budget for the Foreign Office for the present year; the budget for the Prussian diplomatic service; and that of the consulates-general and consulates as far as they are paid.

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In the information contained in these documents will be found replies to most of the inquiries contained in your Lordship's above-named despatch.

Your Lordship having expressed a desire to receive any suggestions I might have to make as to the present constitution and working of our own diplomatic service, I have the agreeable duty to perform of speaking in praise of the present system; for I have always found, on the part of the secretaries of legation and the attachés, the utmost willingness and desire to assist me in any way in which I may have had to request their services.

It is on this account that I venture to submit to the consideration of Her Majesty's Government whether some greater advantages than those which at present exist might not be granted to the junior branches of the service.

According to the present regulations, no pension can be granted to a member of the diplomatic service unless he has held the Queen's commission for 15 years.

This regulation falls hardly on the paid attachés, and I beg leave to submit whether some arrangement might not be made by which their claim to a pension should date from their nomination as paid attachés, or whether it might not be possible to make them commissioned officers, and call them second and third secretaries.

Some such arrangement could not fail to be gratifying to them, and as all cannot expect to attain the highest grade in the profession, those whose promotion had been slow would still be entitled, after long and meritorious service, to a small pension if they should be forced, by ill-health or other circumstances, to retire from the service.

I have, &c.
(signed) *Bloomfield.*

Enclosure 1, in No. 17.

Baron *Schleinitz* to Lord *Bloomfield.*

Milord, Berlin, ce 22 Novembre 1860.

Je m'empresse de vous transmettre sous pli, conformément au désir que vous m'avez exprimé dans votre lettre du 30 du mois passé:—

1. Un mémoire sur l'organisation du Ministère des Affaires Etrangères.

2. Le budget de ce ministère pour l'année courante.

3. Le budget du corps diplomatique, et celui des consulats-généraux et des consulats, pour autant qu'ils sont salariés.

Le Gouvernement de Sa Majesté Britannique trouvera dans ces pièces les réponses aux questions consignées dans votre lettre précitée.

Recevez, &c.
(signé) *Schleinitz.*

Enclosure 2, in No. 17.

Memorandum respecting the Organization of the *Prussian* Ministry for Foreign Affairs.

I.—*Service Diplomatique.*

Le règlement du 4 Mai 1827, et un ordre de cabinet du 7 Janvier 1842, renferment les dispositions suivantes sur l'admission au service diplomatique:—

1. Tout jeune homme qui désire d'être admis à la carrière diplomatique doit non seulement avait suivi pendant trois ans les cours d'une université; il faut aussi qu'il ait suivi les deux premiers examens de la carrière judiciaire et administrative, et qu'ensuite il ait travaillé pendant dix-huit mois consécutifs près d'une régence provinciale pour se familiariser avec la pratique des affaires du ressort de l'autorité administrative. C'est alors seulement que l'aspirant peut être admis à faire ses épreuves au Département des Affaires Etrangères.

2. Au chef du ministère seul appartient le choix des aspirants. C'est donc à lui qu'ils ont à s'adresser pour leur admission, en produisant tant les attestations faisant foi qu'ils ont satifait aux conditions préliminaires sus-mentionnées qu'un précis de leurs relations personnelles et de leur première éducation. Cette dernière pièce doit être conçue en Français.

3. En cas d'admission le candidat est attaché à une des missions du roi à l'étranger pour y travailler gratis pendant une année, après quoi il est obligé de se rendre à Berlin pour faire son examen diplomatique. Cet examen a surtout pour but de constater d'une part si par ses services dans la carrière judiciaire et administrative le candidat s'est formé des idées nettes de la marche générale des affaires, et s'il possède le talent de les mettre en pratique; de l'autre, s'il est versé dans les sciences que demande généralement la carrière diplomatique. Une connaissance parfaite de la langue Française est de rigueur.

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En conséquence, l'examen roule :—

(*a.*) Sur l'histoire, nommément sur l'histoire politique moderne ;
(*b.*) Sur le droit des gens, surtout sur celui des agents diplomatiques ;
(*c.*) Sur le droit public, notamment sur celui de la Confédération Germanique, et des Etats Européens du premier ordre, ainsi que sur les relations avec le Saint Siége ;
(*d.*) Sur le droit civil, dans ses rapports avec les Gouvernements étrangeres ; enfin.
(*e.*) Sur le droit de commerce et les relations commerciales de la Prusse avec d'autres Etats.

3. L'examen oral, qui se fait sur quelques unes de ces matières en langue Française, est précédée d'un examen par écrit. Pour cet effet on donne au candidat des thèmes en matière d'histoire politique moderne, de droit public, de droit des gens, et d'économie politique. Le premier de ces thèmes doit être rédigé en langue Française, les trois autres en Allemand.

6. Les thèmes sont choisis par une commission, spécialement établie pour l'examen des candidats, et soumis à l'approbation du chef du ministère.

7. Dès que le candidat a achevé sa tâche il présente son travail à la commission, en affirmant par serment qu'il la fait lui-même et sans se faire aider par personne. Chaque thème est examiné alors par celui des membres de la commission au ressort duquel la matière appartient, et communiqué ensuite aux autres membres.

8. La censure du thème achevée, la commission fixe le jour pour l'examen oral, et en fait avertir le candidat. Procès-verbal est dressé de la marche et du résultat de l'examen, et signé par tous les membres de la commission.

9. Ensuite les commissaires examinateurs délivrent au candidat un certificat, dans lequel ils donnent leur avis sur le plus ou moins de capacité dont il a fait preuve dans ses deux examens pour la carrière diplomatique.
Ce certificat est présenté par le candidat au chef du ministère, qui l'admet comme Secrétaire de Légation s'il a bien fait ses examens. Dans le cas contraire le candidat est, ou renvoyé à un second examen, ou déclaré impropre à servir dans la carrière qu'il avait voulu embrasser.

10. Les secrétaires de légation sont destinés à remplir les fonctions de secrétaires rédacteurs et d'employés de chancellerie, les dernières là ou il n'y a pas d'employés affectés spécialement à ce service.
Tous les membres de la légation sont subordonnés au chef de mission, et se trouvent son contrôle par rapport au service.
La service diplomatique et le service consulaire sont entièrement séparés, à l'exception de quelques places en Amérique, où le consul-général est en même temps ministre résident ou chargé d'affaires.

II.—*Organisation Intérieure du Ministère des Affaires Etrangères.*

Le Ministère des Affaires Etrangères se compose de trois sections, savoir :

1. Section pour les affaires politiques en général.
2. Section pour les affaires commerciales.
3. Section pour les affaires de droit public et de droit civil.

La première section comprend :

(*a.*) Les affaires de haute politique.
(*b.*) Les affaires de la Confédération Germanique autant qu'elles sont du domaine de la politique et celles qui ont trait aux constitutions des Etats Allemands.
(*c.*) Les affaires ecclésiastiques.
(*d.*) Les affaires personelles des employés du ministère et des agents diplomatiques.
(*e.*) Les affaires générales.
(*f.*) Les propositions pour un ordre Prussien et la demande d'autorisation d'accepter et de porter un ordre étranger.
(*g*) L'entremise pour des savants, artistes, et instituts scientifiques.
(*h*) Les affaires de cour et d'étiquette.

Cette section se trouve sous la direction spéciale du Sous-Secrétaire d'Etat.

La séconde section comprend :—

(*a.*) Les affaires de commerce et navigation.
(*b.*) Celles relatives aux voies de communication, telles que chemins de fer, chaussées, postes, et télégraphes.
(*c.*) Les affaires concernant l'industrie, les patentes, les monnaies, la quarantaine, et tout ce qui se rapporte à l'émigration et à la colonisation.
(*d.*) Les affaires maritimes.
(*e.*) Les consulats, y compris les affaires personelles des agents consulaires.

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La troisième section enfin:—

(*a.*) Les affaires de la Confédération Germanique qui ne sont point du domaine de la politique.
(*b.*) Les affaires en matière de régale, de foi et hommage, et de féodalité.
(*c.*) Celles relatives aux princes médiatisés.
(*d.*) Les affaires concernant les commanderies et bailliages.
(*e.*) Les affaires de justice, de police, et en matière de passeports.
(*f.*) Les affaires militaires.
(*g.*) Les séparations avec des Etats étrangers pour dettes, fournitures, prestations.
(*h.*) Les affaires relatives à la presse.
(*i.*) Les intercessions, insinuations, et légalisations.
(*k.*) Les affaires privées et personalles des chefs des missions étrangerès a Berlin et de leur suite, à l'exception de celles qui se rapportent à la franchise en douane.
(*l.*) Les affaires relatives au budget et à la comptabilité.

Dans chacune de ces sections sont occupés trois conseillers rapporteurs (dont l'un remplit en même temps les fonctions de directeur) et plusieurs secrétaires rédacteurs.

Le sous-secrétaire remplace le ministre en cas d'absence ou d'empêchement non seulement vis-à-vis du corps diplomatique, mais aussi dans les correspondances du ministère avec les autorités intérieures. Il prend connaissance avant leur distribution de toutes les dépêches et lettres qui parviennent au ministère, et paraphe les minutes avant qu'elles soient mises au net.

Il existe auprès du Ministère des Affaires Etrangères une caisse, nommée Caisse de Légation, d'où les emyloyés du ministère, ainsi que les agents diplomatiques et consulaires à l'étranger, tirent leurs appointements, ceux-ci en partie l'intermédiaire d'un banquier.

Il y a deux chancelleries dont l'une pour les dépêches politiques, les chiffrés et déchiffrés, et l'autre pour les expéditions et de la seconde et de la troisième section.

III.—*Appointements des Employés du Ministère.*

Ces appointements résultent du budget ci-joint sub litt. A, tel qu'il a été présenté aux chambres pour l'année courante.

IV.—*Appointements et autres Emoluments des Membres du Corps Diplomatique et des Agents Consulaires et Salariés.*

Ces appointements, &c., sont consignés dans leus deux budgets pour l'année courante ci-annexés sub litt. B et C. Ils se composent—

(*a.*) Du traitement proprement dit.
(*b.*) Des frais de réprésentation et d'un surcroît d'appointements purement local.

Le traitement proprement dit, est—

(*a.*) De 6,000 écus par an pour tous les envoyés, sans égard au pays où ils exercent leurs fonctions.
(*b.*) De 3,000 écus pour les ministres résidents et les chargés d'affaires en permanence, comme aussi assez généralement pour les consuls-généraux.
(*c.*) De 1,200 écus pour les secrétaires de légations à Londres, Paris, et St. Petersbourg, et Vienne; et
(*d.*) De 800 écus pour les secrétaires de légations près de toutes les autres cours.

Les simples attachés ne touchent aucuns appointements, et les consuls salariés jouissent presque tous d'un traitement fixe de 1,500 écus.

Si dans le budget ci-joint sub B, les ministres du roi à Darmstadt, Hambourg, et Weimar, figurent seulement avec un traitement fixe de 3,000 écus, c'est que les deux premiers postes ont été occupés jusqu'ici et le troisième anciennement par des ministres résidents.

L'avant dernière colonne tant du susdit budget que du budget sub litt. C, indique le montant des frais de représentation, respectivement du surcroît de traitement dont jouissent les agents diplomatiques et consulaires indépendamment de leurs appointements fixes.

Les chefs de missions sont autorisés ã porter en compte au Ministère des Affaires Etrangères toutes les dépenses extraordinaires qu'ils font pour le service du roi, telles que frais d'estafette et de télégraphe, port de lettres, les dépenses pour les livres, brochures et journaux qu'ils sont chargés de faire parvenir au Gouvernement, les abonnements à des feuilles périodiques, plumes, encre et papier, ustensiles de bureau, &c. Ils peuvent liquider aussi les frais de deuil en cas de décès du souverain près duquel ils sont accrédités.

Les agents diplomatiques et consulaires tout comme les employés du ministère touchent leurs appointements, y compris les frais de représentation, &c., *præmunerando* et par trimestre à la caisse de légation, les dits agents en partie par l'intermédiaire d'un banquier, comme il a été dit plus haut. Les frais résultant de ce dernier mode de paiement est à leur charge.

Lorsque les envoyés du roi sont chargés d'une mission extraordinaire ou qu'ils sont appelés à suivre dans une autre résidence la cour où ils sont accrédités, ils ont droit, indépendamment

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indépendamment de leurs appointements, à une rétribution, dont cependant le maximum ne doit pas depasser dix écus par jour. Les ministres résidents, chargés d'affaires en permanence, et consuls-généraux touchent en pareils cas cinq écus de rétribution par jour, et les secrétaires de légation, consuls, et vice-consuls, trois écus au plus.

Les frais du premier établissement sont fixés :—

(*a.*) A 3,000 écus pour les ministres du Roi à Londres, Paris, St. Pétersbourg, Vienne, et près de la Diète Germanique.

(*b.*) A 2,000 écus pour ceux près des autres cours.

(*c.*) A 1,500 écus pour les ministres résidents.

(*d.*) A 1,000 écus pour les résidents, chargés d'affaires en permanence, et consuls-généraux ; et,

(*e.*) A 800 écus pour les consuls salariés.

Ces sommes sont payées aussi lorsqu'un des dits agents passe d'une poste à l'autre. Les secrétaires de légation n'ont point de droit à une pareille indemnité.

Indépendamment des susdits frais de représentation, les chefs de mission, si le service du Roi les appelle à voyager, sont autorisés à porter en compte :—

(*a.*) Dix gros par mille sur les chemins de fer et sur les paquebots à vapeur, et cinq gros pour un domestique ;

(*b.*) Un écu et demi par mille s'ils voyagent en poste dans un pays de l'Allemagne, et deux écus et demi hors de l'Allemagne.

Les autres agents diplomatiques et consulaires ne peuvent liquider pour leurs voyages en poste que respectivement 1 écu et 1 ½ écus.

Tout chief de mission est tenu de pourvoir pour son compte un logement et à l'entretien du secrétaire de légation. S'il ne lui convient pas de céder à ce dernier un appartement dans sa demeure et de l'admettre à sa table, il est obligé de s'arranger avec lui pour une somme qui lui permette de se loger et de se nourrir lui-même.

Lorsqu'un chef de mission se trouve en congé, il a en outre l'obligation d'allouer au secrétaire de légation une rétribution pour tout le temps de son absence.

Cette rétribution est fixée :—

(*a.*) Pour les ministres du Roi à Londres, à Paris, St. Pétersbourg, Vienne, et Constantinople :—A 350 écus par mois si le secrétaire de légation paye son logement ; et à 280 écus par mois s'il est logé par le ministre.

(*b.*) Pour tous les autres ministres à 100 écus par mois.

A l'exception des consuls Prussiens qui figurent sur le budget ci-joint sub litt. C, tous les autres remplissent leur charge à titre honoraire.

En recompense de leurs services ils sont assignés sur les droits consulaires que leur adjugent l'article 12 du réglement du 18 Septembre 1796, et le tarif du 10 Mai 1832. Le Gouvernement les rembourse aussi de leurs dépenses en port de lettres et en secours à des sujets Prussiens, indigents, comme de toute autre avance qu'ils font argent comptant dans l'exercice de leurs fonctions consulaires.

V.—*Congés.*

Les envoyés, ministres résidents, chargés d'affairs en permanence, consuls-généraux, et consuls salariés, ne peuvent s'absenter de leur poste qu'après en avoir demandé et obtenu la permission. Ils ont à s'adresser pour cet effet au chef du ministère, qui pour leur faire obtenir un congé, en réfère au Roi, ou accorde lui-même si c'est un consul qui le sollicite.

Lorsque le congé demandé par un chef de mission ne dépasse par six semaines, aucune retenue ne lui est faite sur ses appointements et frais de représentation. Au delà de ce terme un tiers de son traitement fixe et deux-tiers de ses frais de représentation lui sont retenues.

Des retenues sont faites aussi aux autres agents diplomatiques et consulaires qui s'absentent de leur poste pour plus de six semaines. En ce qui concerne les secrétaires de légation, ceux près des grandes cours ne touchent en pareils cas que 800 au lieu de 1,200 écus, et ceux près des autres cours que 600 au lieu de 800 écus de traitement fixe.

Au reste le chef de mission est tenu d'accorder pendant toute la durée de son absence au secrétaire de légation, qui le remplace par intérim, l'indemnité désignée ci-dessus sub IV.

VI.—*Pension de retraite et traitement de disponibilité.*

La pension de retraite tant des agents diplomatiques que des consuls-généraux et consuls se règle sur leur traitement fixe, et leurs années de service.

Quiconque a quinze années de service révolues a droit, jusqu'à vingt années révolues, à une pension de deux-huitièmes de ses appointements fixes. Depuis la vingtième année révolue la pension monte d'un seizième de cinq en cinq ans, jusqu'à la cinquantième année.

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Quant aux secrétaires de légation, il leur est alloué communément s'ils ont bien servi:—

(*a.*) Jusqu'à douze années de service révolues la moitié de leur traitment fixe;

(*b.*) Depuis la douzième jusqu'à la vingtième année révolue; à ceux qui jouissent d'un traitement de 1,200 écus, deux-tiers de ce traitement; à tous les autres trois-quarts de leur traitement, et s'ils ont servi plus de vingt ans respectivement 1,000 et 800 écus.

Le traitement de disponibilité est assez généralement la moitié des appointements fixes.

Le droit des agents diplomatiques et consulaires à une pension de retraite leur impose aussi l'obligation de contribuer, comme tout autre employé Prussien, au fonds général des pensions. Les retenues qui leur sont faites dan ce but par trimestre sont les suivantes:—

1. Les employés qui ont plus de 400 jusqu'à 1,000 écus, inclusive, d'appointements fixes, payent 1 ½ pour cent. par an.

2. Ceux dont les appointements excèdent la somme de 1,000 écus payent, indépendamment des 1 ½ pour cent précités—

(*a.*) Pour le premier millier, 1 ½ pour cent.

(*b.*) Pour toute somme qui tombe dans le second millier, 2 pour cent.

(*c.*) Dans le troisième et quatrième millier, 3 pour cent.

(*d.*) Dans le cinquième et sixième millier, 4 pour cent.

Lors du décès d'un ministre du Roi à l'étranger, le Gouvernement a coûtume, si le défunt laisse une veuve ou des enfants, d'accorder, indépendamment du traitement fixe pour le mois dans lequel le mort a eu lieu, celui pour les trois mois suivants.

Le rang entre les employés Prussiens est réglé par une Ordonnance du 7 Février 1817; mais il n'y est point question des agents diplomatiques et consulaires comme tels, en sorte qu'on ne peut les classer avec les autres employés qu'autant qu'ils sont titrés.

Enclosure 3, in No. 17.

(A.)—BUDGET for the *Prussian* Ministry for Foreign Affairs for the Year 1860.

	Appointements Fixes.	Frais de Représentation et Surcroît d'Appointement Local.	TOTAL.
	Ecus.	*Ecus.*	*Ecus.*
1. Le chef du ministère (avec une demeure gratuité à l'hôtel du ministère) - - - - -	10,000	6,000	16,000
2. Le sous-secrétaire d'Etat - - - - -	4,500	- - -	4,500
3. Huit conseillers rapporteurs avec 2,800 à 2,000 d'appointements - - - - - - -	- - -	- - -	19,800
4. Douze secrétaires rédacteurs avec 1,500 à 600 écus d'appointements - - - - - -	- - -	- - -	14,400
5. Bureau du Ministre: Trois employés avec 2,000, 1,200 et 600 écus d'appointements - - - - -	- - -	- - -	3,800
6. Bureau des Chiffres: Le directeur - - - - - - - -	1,500		
Six chiffreurs avec 1,300 à 600 écus d'appointements - - - - - - -	5,500	- - -	7,000
Deux télégraphistes avec 600 et 500 écus -	- - -	- - -	1,100
7. Archives et Journal: Le préposé - - - - - - - -	1,500		
Le teneur du journal - - - - -	1,300	- - -	5,000
Trois gardiens des registres avec 1,000 à 500 écus d'appointements - - - -	2,200		
8. Caisse de Légation: Le comptable - - - - - - -	1,800	- - -	2,800
Un secrétaire - - - - - - -	1,000		
9. Chancellerie: Le directeur - - - - - - - -	1,200		
Neuf secrétaires, avec 900 à 500 écus d'appointements - - - - - - -	6,300	- - -	7,500
10. Onze garçons de bureau, deux portiers, et trois valets de maison, avec 450 à 250 écus -	- - -	- - -	5,200
11. Salaire pour des personnes extraordinairement occupées - - - - - - - - -	- - -	- - -	3,500
		TOTAL - - -	90,700

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Enclosure 4, in No. 17.

(B.)—BUDGET for the *Prussian* Diplomatique Corps for the Year 1860.

No.	RÉSIDENCE.	CHARGE.	Appointements Fixes.	Frais de Représentation et Surcroit d'Appointements Local.	TOTAL.
			Ecus.	*Ecus.*	*Ecus.*
1	Athènes	Ministre	6,000	1,000	7,800
		Secrétaire Interprête	800	- - -	
2	Berne	Ministre	6,000	4,000	11,000
		Copiste	700	300	
3	Bruxelles	Ministre	6,000	7,000	15,500
		Secrétaire de légation	800	700	
		Copiste	600	400	
4	Carlsruhe	Ministre	6,000	2,000	8,800
		Copiste	600	200	
5	Cassel (avec les deux Lippe et Waldeck).	Ministre	6,000	2,000	8,800
		Copiste	600	200	
6	Constantinople	Ministre	6,000	13,250	31,750
		Secrétaire de légation	800	700	
		Chancelier	800	1,100	
		Vice-chancelier	600	600	
		Premier drogman	800	2,200	
		Second drogman	800	1,000	
		Prédicateur	2,100	- - -	
		Copiste	600	400	
7	Copenhague	Ministre	6,000	4,000	10,800
		Secrétaire de légation	800	- - -	
8	Darmstadt (avec Nassau)	Ministre	3,000	1,000	4,800
		Copiste	600	200	
9	Dresde (avec les Duchés de Saxe, Anhalt, Reuss, et Schwarzbourg).	Ministre	6,000	3,000	9,800
		Secrétaire de légation	800	- - -	
10	Florence (avec Modène et Parme).	Ministre résident (poste actuellement vacant)	3,000	2,000	5,000
11	Francfort	Ministre	6,000	15,000	29,300
		Conseiller de légation (en même temps résident près de la Ville Libre)	2,000	1,000	
		Secrétaire de légation	1,200	800	
		Premier copiste	800	700	
		Second ditto	800	300	
		Troisème ditto	600	100	
12	La Haye	Ministre	6,000	8,000	15,500
		Secrétaire de légation	800	700	
13	Hambourg (avec Lübeck, Brême, et les deux Mecklembourg).	Minstre	3,000	3,000	7,000
		Copiste	800	200	
14	Hanovre (avec Oldenburg et Brunswick).	Ministre	6,000	4,000	11,000
		Secrétaire de légation	800	200	
15	Lisbonne	Ministre	6,000	4,000	11,100
		Copiste	600	200	
		Prédicateur	- - -	300	

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No.	RÉSIDENCE.	CHARGE.	Appointements Fixes.	Frais de Représentation et Surcroit d'Appointements Local.	TOTAL.
			Ecus.	*Ecus.*	*Ecus.*
16	Londres	Ministre	6,000	27,000	40,400
		Secrétaire de légation	1,200	1,800	
		Directeur de chancellerie	800	1,200	
		Copiste	800	750	
		Prédicateur	350	350	
		Garçon de bureau	500	- - -	
17	Madrid	Ministre	6,000	9,000	17,500
		Secrétaire de légation	800	700	
		Copiste	600	400	
18	Mexico	Ministre résident	3,000	8,400	12,900
		Copiste	600	900	
19	Munich	Ministre	6,000	4,000	10,800
		Secrétaire de légation	800	- - -	
20	Naples	Ministre	6,000	6,025	14,025
		Secrétaire de légation	800	200	
		Prédicateur	1,000	- - -	
21	Paris	Ministre (avec une demeure gratuite)	6,000	19,000	30,600
		Secrétaire de légation	1,200	1,700	
		Directeur de chancellerie	800	700	
		Copiste	800	400	
22	St. Pétersbourg	Ministre	6,000	27,000	42,000
		Premier secrétaire de légation	1,200	1,800	
		Second ditto	1,200	800	
		Directeur de la chancellerie	800	700	
		Secrétaire interprête	800	700	
		Avocat consultant de la légation	1,000	- - -	
23	Rio Janeiro	Ministre résident	3,000	5,400	9,900
		Copiste	600	900	
24	Rome	Ministre (avec une demeure gratuite)	6,000	4,000	13,050
		Secrétaire de légation	800	400	
		Prédicateur	1,500	- - -	
		Organiste	250	- - -	
		Marguiller	100	- - -	
25	Stockholm	Ministre	6,000	5,000	12,000
		Secrétaire de légation	800	200	
26	Stuttgardt	Ministre	6,000	2,000	8,800
		Secrétaire de légation	800	- - -	
27	Turin	Ministre	6,000	5,600	12,970
		Secrétaire de légation	800	200	
		Prédicateur	- - -	370	
28	Vienne	Ministre	6,000	18,000	28,900
		Secrétaire de légation	1,200	800	
		Directeur de la chancellerie	800	800	
		Copiste	800	500	
29	Washington	Ministre	6,000	12,000	22,000
		Secrétaire de légation	800	1,200	
		Copiste	600	1,400	
30	Weimar	Ministre	3,000	1,000	4,000
			TOTAL - - - *Ecus*		467,795

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Enclosure 5, in No. 17.

(C.)—BUDGET for the *Prussian* Consulates General and Consulates for the Year 1860.

No.	RÉSIDENCE.	CHARGE.	Appointements Fixes.	Frais de Représentation et Surcroit d'Appointements.	TOTAL.
			Ecus.	*Ecus.*	*Ecus.*
1	Alexandrie	Consul Général en Egypte	3,000	2,000	11,560
		Personnel et frais de bureau	6,560	- - -	
2	Amérique Centrale	Consul Général	3,000	5,400	9,900
		Secrétaire	1,500	- - -	
3	Barcelone	Consul Général	3,000	3,000	7,500
		Chancelier	600	900	
4	Belgrade	Consul	1,500	2,500	5,800
		Personnel et frais de bureau	1,800	- - -	
5	Beyrout	Consul	1,200	1,800	3,700
		Personnel	700	- - -	
6	Bukarest	Consul Général	3,000	3,000	10,700
		Chancelier	600	900	
		Autre personnel et frais de bureau	3,200	- - -	
7	Chili	Consul Général	3,000	5,400	9,400
		Secrétaire	1,000	- - -	
8	Copenhague	Consul Général	2,000	1,500	3,500
9	Galatz	Agent Consulaire	800	1,200	3,650
		Personnel et frais de bureau	1,650	- - -	
10	Hambourg	Consul Général (indemnité pour frais de bureau)	- - -	- - -	1,500
11	Jassy	Consul	1,500	2,500	8,150
		Chancelier	600	900	
		Autre personnel et frais de bureau	2,650	- - -	
12	Jerusalem	Consul (avec une demeure gratuite)	1,500	1,500	3,400
		Drogman	400	- - -	
13	Londres	Consul Général	1,800	- - -	1,800
14	New York	Consul Général (indemnité pour frais de bureau)	- - -	- - -	1,500
15	Perse	Consul Général	3,000	9,000	14,900
		Personnel	2,900	- - -	
16	Plata (Etats de la)	Consul Général	3,000	5,400	9,400
		Secrétaire	1,000	- - -	
17	Smyrne	Consul Général	1,500	1,100	4,000
		Personnel	1,100	- - -	
		Loyer pour la chancellerie	300	- - -	
18	Trebisonde	Consul	1,500	1,600	3,700
		Personnel	600	- - -	
19	Varsovie	Consul Général	3,000	3,000	8,810
		Directeur de la chancellerie	800	300	
		Copiste	600	150	
		Autre personnel	960	- - -	
		TOTAL - - *Ecus*			122,170

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— No. 18. —

Mr. *Lowther* to Lord *J. Russell.*—(Received 17th December.)

My Lord, Berlin, 7 December 1860.

LORD BLOOMFIELD in his despatch of the 4th instant, forwarding an account of the constitution of the Prussian diplomatic body, made a suggestion relative to increasing the number of paid attachés in our own service. I trust I may be allowed to bring to your Lordship's consideration certain suggestions of changes which I consider would be of advantage to the diplomatic profession as regards the position of the attachés.

On reference to the Foreign Office List, it will be seen that there are now 164 members of the diplomatic body: of that number there are 13 Ministers who have never been unpaid attachés, 11 of that 13 were never paid attachés, and 7 of that 13 were not made secretaries. He who serves as Ambassador for three years, or as Minister for five years, is entitled to a considerable pension; but a man may serve from nine to 14 years (as will be seen by the Foreign Office List) without any remuneration, and must serve 15 years after he has held the Queen's Commission before he can claim any pension whatever.

Under these circumstances, I would ask, what can be the prospects of the last named unpaid attaché now on the list?

As a proof of what I consider the injustice of the present arrangement, I will take a case from the "Foreign Office List" of a man who is supposed to have made a good career. He was made attaché in 1826, paid attaché in 1834, secretary of legation in 1844, and envoy in 1852, and if he had been obliged to retire from ill-health, or any other cause, in 1858, he would have had no claim to a pension, though he had spent 32 years of his life in the profession.

Such being the case, I am, therefore, of Lord Bloomfield's opinion that it would be a great boon to the junior members of the profession if some of the years in which they serve as paid attaché were allowed to count in favour of a pension.

At the great foreign missions abroad there is one counsellor and two or more secretaries of legation: in following the same system in our own service it would put the members of our own service on an equal footing with the foreigners, and it would be a means of enabling attachés to work towards their pension. While an attaché is unpaid he may be supposed to be learning his profession, but when he is paid he works for his country.

The number of the diplomatic body should be limited, and after five years' service attachés should be paid, if only 100*l.* a year. A reference to the Foreign Office List will show an attaché may remain from nine to 14 years before he is paid at all, and I think there might be an understanding that an attaché would remain, unless something very extraordinary should take place, generally two years at the same post, and not more than three. It would give him time to learn the language, to become acquainted with the people and institutions of the country he was in, and would also give him a feeling of security as to his plans; at present the prevalent feeling is one of the greatest uncertainty as to the extent of the time of residence at any post.

When unpaid attachés are moved before the two years above suggested have elapsed, and, as is often the case, against their wishes, and at a great expense and inconvenience to themselves, they should be allowed to charge to the Government the expense of their journey to their new post. In support of this I would state that during my short residence at St. Petersburgh, one attaché came from Constantinople to St. Petersburgh, one went from St. Petersburgh to Washington, and another returned again to England, on his road to China, after a stay of two months at St. Petersburgh, journeys which must have been of considerable expense. I am a great advocate for changing occasionally, provided it is not too often, the subordinate members of the profession, as I consider it beneficial to themselves and to the service. It enlarges their ideas, makes them acquainted with a variety of people and subjects, and gives them an opportunity of observing the different countries to which they may be sent.

I consider the examination of attachés, and the reports now required from the secretaries of legation, as beneficial to them; for it induces both to examine into many things which might otherwise escape their observation.

With regard to leave of absence, a considerable power should be left in the hands of the chief of the legation, and the members of the legation should be allowed to make their own arrangements in this matter, always subject to the approval of the head of the legation. All other restrictions about when the leave should be taken, and the deductions of a certain amount of the salary, I consider impracticable and ungracious to the corps.

With regard to the fusion of the diplomatic and consular services, I am of opinion that it would be attended with great difficulty, and the results would be unsatisfactory. The services are quite separate and distinct; but it might be beneficial to the service if an arrangement could be made by which the attachés at the legations abroad could change places occasionally with the clerks at the Foreign Office; the services are similar, and it would give those who live abroad an opportunity of visiting England for a longer period than (the now limited) two months, and of remaining more English in their sentiments, for those who live continually in a foreign atmosphere cannot but contract foreign ideas as

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well as habits; for this reason facilities should be given them for visiting their own country, instead of difficulties made.

I have to apologise for making these suggestions, but I believe in making them I have pointed out some facts which might have escaped notice, and that I have expressed the feelings of many of my colleagues.

I have, &c.
(signed) *W. Lowther.*

RUSSIA.

— No. 19. —

Sir *J. Crampton* to Lord *J. Russell.*—(Received 18 February.)

My Lord, St. Petersburgh, 1 February 1861.

I HAVE to apologize for not having made an earlier reply to the questions put to me by your Lordship's circular despatch of the 25th October last, in regard to the diplomatic service of Russia; but I was unable to obtain information upon this subject sufficiently full and detailed to be of use to Her Majesty's Government without making inquiries in different quarters, and consulting laws and regulations which affect this branch of the service in common with the general constitution of the civil service of the empire, intimately connected as this is with the peculiar and complicated system of official hierarchy ("tchin") which exists in this country.

In reply to the first query of your Lordship's despatch, viz., "What are the conditions upon which persons are admitted into the diplomatic service?" it may be stated that the conditions are—

1. That the candidate should belong to one of the classes eligible for such service (these are hereinafter enumerated).

2. That no person can be appointed under the age of 16, the actual service of such persons being, however, reckoned from the age of 18.

3. That the candidate shall pass one year at least at the Foreign Department before being sent abroad.

4. That he shall pass an examination, the conditions of which are hereinafter stated.

The following is a list of the classes from which persons are eligible to civil, including diplomatic, appointments. Difference of religious faith (except the Jewish) and of race, it may be here remarked, is no bar to such admission:—

1. Nobles by descent, or sons of nobles, in personal right.

2. Sons of military (which includes naval) officers, and generally of officials who have acquired in the service of the country the right of personal honorary citizenship, according to the several degrees, excepting those born while their fathers were still in the ranks.

3. Sons of officials, not noble, employed in the Grand Duchy of Finland.

4. Sons of priests and deacons of the Russo-Greek and Armenian Churches, excepting those born before their fathers were ordained; also the sons of pastors of the Lutheran and Reformed Churches.

5. Sons of councillors of commerce and of merchants of the first guild.

6. Sons of certain court functionaries who have not been raised to any civil rank; also young choristers discharged from the court choir after loss of voice.

7. Sons of chancery attendants (messengers, &c.), and of men of science or art.

8. Sons of certain families in the province of Bessarabia (with the view, probably, of promoting education in that part of the empire).

The following is a list of the classes excluded by law from the Civil Service:—

1. Aliens.

2. Merchants and their sons (excepting those of the first guild), though they may have been raised to the rank of hereditary honorary citizens.

3. Personal honorary citizens and their sons.

4. Honorary citizens of the Western Provinces of Russia.

5. Persons discharged from certain branches of the service, with the rank of honorary citizen.

6. Emancipated peasants or their children.

7. Burghers, and generally persons belonging to the classes liable to taxation.

8. Non-commissioned

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8. Non-commissioned officers and their sons, not noble, discharged from military service.

9. Church servants and their children.

10. Jews, excepting those who may have taken degrees in medicine, &c., at any Russian university or academy; also those who may have become entitled to a civil rank by military service.

The diplomatic service is therefore recruited from the classes eligible for the civil service generally; but in the case of diplomatic appointments, preference is practically given to those who have private means sufficient to render them to some degree independent of the emoluments attached to their official position.

The young men who enter the Foreign Office generally do so on leaving the universities or Government schools, with a certain rank thereby conferred.

Ambassadors, envoys, ministers plenipotentiary, ministers resident, and permanent chargés d'affaires, are appointed by Imperial ukase, confirmed by the Senate; subordinate diplomatic officers are appointed or removed by the Minister of Foreign Affairs. It is not, however, to be understood that the influence of the Minister for Foreign Affairs, in determining the selection of persons for the higher grades, is on this account less decisive than in most other countries.

The examination above alluded to, previous to admission to the Foreign Department, was introduced by Prince Gortchakoff in 1859. The following is a translation of his Excellency's minute on the subject, dated December $\frac{10}{22}$ of that year, and contains a programme of the manner in which it is to be conducted:—

"The following will in future be the rules of admission to offices under the Ministry of Foreign Affairs:—

"I. Every person, without distinction, who may enter the service in any branch of the Foreign Office, is subjected to a preliminary examination or test of his fitness for the particular duties which he may be appointed to fulfil.

"The examination is conducted by the head of the department which the candidate wishes to enter, assisted by two other examiners.

"II. Persons wishing to be appointed direct to some diplomatic office, or to be transferred to the diplomatic service from any other employment, have to pass another examination, designed to test their education as well as their capacities. This examination will be conducted according to the following programme:—

"1. As a test of the education of the candidate—

"(1.) Languages.—A knowledge of the Russian and French languages. The candidate must be able to express himself fluently and to state his views clearly and correctly in both languages.

"A knowledge of Latin, German, or English is not compulsory, but the candidate acquires a stronger claim to an appointment by proving his ability to speak or write those languages, as well as the Polish (in case the candidate is not a Pole by birth), or any other language, particularly those of the East.

"(2.) Diplomatic Science:—

"(*a.*) General knowledge of diplomatic science, and especially of international and maritime law.

"(*b.*) History of treaties and conventions, particularly those in which Russia has participated since the days of Catherine II.

"(*c.*) The principles of political economy in its application to home administration and foreign trade.

"(*d.*) General statistics. (The candidate will be examined in the works enumerated in the Appendix.)

"2. As a test of capacity, the candidate will be required—

"(1.) To make a précis of papers laid before him, and to state verbally his opinion on their contents.

"(2.) To write a memoir on a given subject in the Russian and French languages, in order to show how far the candidate has understood the question, and to ascertain his power of expressing himself correctly and clearly.

"*Appendix.*—The following works are recommended by the Russian Foreign Office to persons preparing to enter the diplomatic service:—

"1. Vattel, 'Droit des Gens, ou Principes de la Loi Naturelle appliqués à la Conduite et aux Affaires des Nations et des Souverains.'

"2. G. F. de Martens, 'Précis du Droit des Gens Moderne de l'Europe.'

"3. Naúmof, 'The Consular Law of Europe and America' (in Russian); Moscow, 1856.

"4. F. W. Ghillany, 'Diplomatisches Handbuch:' Nördlingen, 1855.

"5. Comte de Garden, 'Histoire Générale des Traites et autres Transactions Principales entre toutes les Puissances de l'Europe, depuis la Paix de Westphalie.'

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"6. J. Stuart Mill, 'Principles of Political Economy' (French translation).

"7. Tegoborski, 'Des Finances et du Crédit Public de l'Autriche, avec quelques Rapprochements entre ce pays, la Prusse, et la France:' 1843.

"The examinations for the diplomatic service are conducted in the presence of the members of the Council of the Ministry of Foreign Affairs, or before others specially appointed for the purpose, but not less than three in number.

(signed) "*Gortchakoff.*"

This examination appears to be sufficiently comprehensive, and if strictly enforced would, no doubt, secure a high degree of previous qualification in those appointed to the Foreign Office. I am not yet informed, however, how the system has worked. But five persons, I understand, have yet undergone the test prescribed by Prince Gortchakoff, and the impression seems to be that in most cases the belief and confidence of the minister in the talents of the candidate will be, as heretofore, the real guarantee of his fitness.

With regard to "allowances paid on first entrance into the service," ambassadors, ministers, and chargés d'affaires receive, as outfit and expenses of journeys, a sum varying from a year to half-a-year's salary.

It does not appear that any outfit is allowed to persons on their first entrance into the service in the usual way by being appointed to the junior departments of the Foreign Office.

The gradations in the diplomatic service of Russia are as follows:—

1. Appointments in the chancery of the Foreign Department.
2. Supernumerary ditto.
3. Appointments in the 1st and 2d sections of the Asiatic Department.
4. Embassies.
5. Legations.
6. Consulates.

Each of these gradations, with the exception of the supernumerary appointments, have a corresponding rank attached to it in the general classification or "tchin," consisting of 14 classes, two of which are obsolete.

The following statement of the different grades in the diplomatic and foreign civil service, showing the corresponding military ranks, and the rank attached to each in the civil hierarchy or tchin, will give an idea of the relative value of the diplomatic appointments:—

3d class of tchin, corresponding to Lieutenant General in the army:—Ambassadors extraordinary and ministers plenipotentiary at foreign courts.

4th class of tchin, corresponding to Major General in the army:—Heads of Departments in the Foreign Office.

5th class of tchin, corresponding to a Brigadier in the army:—

1. *Foreign Office Staff:*—Junior councillors of the Ministry of Foreign Affairs, secretaries for special services, inspectors of buildings under Foreign Office, vice director of the chancery of the Ministry, vice director of the chancery of the Asiatic Department, dragomans and interpreters under Asiatic Department.

2. *Diplomatic Service Abroad:*—Ministers resident, permanent chargés d'affaires, councillors of embassy, consuls general in the East, councillor and first dragoman of embassy, in Turkey, diplomatic secretaries attached to the Commander in Chief of an army in the field.

6th class, corresponding to a Colonel in the army:—

1. *Foreign Office Staff:*—Secretaries for special service, chiefs of sections, dragomans and interpreters.

2. *Diplomatic Service Abroad:*—Senior secretaries of embassy, consuls general, consuls in the East, agent at Ismail charged with the affairs of Russian subjects (appointed 31 October 1857), first secretary and assistant to first dragoman in Turkey, first secretary in Persia, diplomatic secretary attached to the Governor General of Eastern Siberia, diplomatic secretaries attached to the Commander in Chief of an army in the field.

7th class, corresponding with Lieutenant Colonel in the army:—

1. *Foreign Office Staff:*—Chief of the archives, first secretaries of the chancery of the ministry, chief clerks in the several departments, dragomans and interpreters under Asiatic Department, book-keeper of the Foreign Office, secretary to the commission for printing ukases and treaties.

2. *Diplomatic Service Abroad:*—Junior secretaries of embassies and legations, senior secretaries of missions, excepting those specially mentioned, consuls in Europe and America, junior secretaries and second dragomans in Turkey, first dragoman in Persia.

8th class, corresponding with Major in the army:—

1. *Foreign Office Staff:*—Secretaries for special service, second secretaries of the chancery of the ministry, junior chief clerks, dragomans and interpreters under the Asiatic Department,

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Department, first translators of department of inner relations (Foreign Office), paymaster of home department of Foreign Office, architect, chief of the lithographic office, senior archivistes.

2. *Diplomatic Service Abroad*:—Junior secretaries of missions and consuls (except those specially mentioned), vice-consuls in the east, secretaries to consulates general in the east, and the consulates at Jassy, Ragusa, and Hakodadi, dragoman at Jassy, third dragoman in Turkey, special secretaries to the Commander in Chief of an army in the field; medical officers, viz., staff surgeon and surgeon attached to Foreign Office, surgeon to archives at Moscow, surgeon to mission at Constantinople, surgeons to missions in Persia and China.

9th class, corresponding with Captain in the army:—

1. *Foreign Office Staff*:—Third secretaries of the chancery, senior chief clerks' assistants, chief journalists (censors), dragomans and interpreters of Asiatic Department, second translator in department of inner relations (Foreign Office), book-keeper's assistant, junior archivistes.

2. *Diplomatic Service Abroad*:—Vice consuls, commercial agents, secretaries of consulates general, except those specially named, secretaries (who are also dragomans) to consulates and vice-consulates in the East, except those who rank in the 8th class, dragomans (who are also secretaries) attached to the consulates at Gilian and Astrabad (Caspian), dragoman to the consulate general at Tabreez, assistant secretaries to the mission in Turkey, secretaries to the consulates at Kuldja and Chuguchak (on the frontiers of Western China), secretary for French correspondence attached to Commander in Chief in the Trans-Caucasian country, chief clerk attached to ditto.

10th class, corresponding with a "Second Captain" in the Russian army:—

1. *Foreign Office Staff*:—Chief journalist's assistants, secretary to chief of the education section of the Asiatic Department, third translators of department of inner relations, assistant paymaster of the Foreign Office, first and second engraver of lithographic office.

2. *Diplomatic Service Abroad*:—Secretaries of consulates (except those specially named), students attached to mission in Turkey, students of the Persian language attached to the mission and consulates in Persia, translators and interpreters of the diplomatic chancery of the Commander in Chief in the Trans-Caucasian country.

12th and 14th classes, corresponding with Lieutenant and Ensign in the army respectively:—

Interpreters employed in the Kirghiz Steppes.

In conformity with the system upon which promotion takes place, the lowest of these grades is obtained on leaving certain Government schools, or any Russian university, with a degree or certificate of having completed a certain course of study. Further promotion, by the terms of the law, is made to depend, first, upon zealous and praiseworthy services generally, and secondly, upon special services rendered.

The several grades in the diplomatic service are attainable after certain terms of service applicable to all civil servants of the State, from the 14th to the 5th class inclusive, as follows:—

	MAXIMUM.	MINIMUM.
Promotion from 14th to 12th class - - - - -	3 years	2 years.
Ditto - - 12th to 10th „ - - - - -	3 „	2 „
Ditto - - 10th to 9th „ - - - - -	3 „	2 „
Ditto - - 9th to 8th „ - - - - -	3 „	2 „
Ditto - - 8th to 7th „ - - - - -	4 „	3 „
Ditto - - 7th to 6th „ - - - - -	4 „	3 „
Ditto - - 6th to 5th „ - - - - -	4 „	3 „

Promotion from the 5th grade is not regulated by any term of service, and depends solely upon the Imperial will.

In answer to the question, What are the duties required of each member of the diplomatic chanceries? it appears that the subordinates are employed on the official business of the missions to which they are attached according to the discretion of their chiefs, or in conformity with such internal regulations and arrangements as may have in each case been directed by the Foreign Department.

With regard to the relation in which the subordinate members of a mission stand towards each other, in much the same position as the corresponding classes in other countries. It may, however, be remarked, as a general characteristic of the Russian civil service, when compared with that of Great Britain, for instance, and the control exercised by the former over the latter, is in accordance with the military genius of this Government, which prevailed more especially during the reign of the late emperor.

The control exercised is, consequently, of a more strict and searching nature, and is sometimes applied to matters regarding personal demeanour and conduct of a minor nature, which with us are usually left to the good taste and discretion of the junior members of our missions themselves.

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It may also be observed, that the penalties incurred by a junior diplomatist for disobedience of orders, quitting his post without leave, or similar failures in duty, would not necessarily be limited to a simple dismissal from his employment, but might render him liable to punishment of a much severer nature.

The chiefs of missions are not bound to provide lodging or board for the councillor, secretary, or other junior members; but when a house has been provided by the Government, the chief is bound to lodge them therein, or to pay them a countervailing indemnity.

In answer to your Lordship's inquiry as to the "amount of the emoluments of the chief and several members, whether arising from fixed salaries, fees, gratuity, house-rent, or allowance for keeping up the house," I have the honour to subjoin the following Table of the fixed salaries of the different embassies and missions:

TABLE OF SALARIES.

	London.	Paris.	Vienna.	Berlin.
	£.	£.	£.	£.
Chief of mission - - - - -	9,525	7,620	5,400	4,765
Councillor - - - - - -	950	670	670	480
First secretary - - - - - -	570	380	450	345
Second ditto - - - - - -	570	345	345 to 285	230

No fees are exacted by Russian ministers abroad for passports, &c.

House rent, or allowance for keeping up the house, is charged in the account of extraordinary expenses of the mission, at a rate sanctioned by the Government in the case of each particular mission, as follows: London, 960 *l.* (not including 140 *l.* for chapel); Paris, 1,125 *l.*; Berlin, 525 *l.* for keeping up house.

With respect to "gratuities," there does not seem to be any legal provision or official regulation by which they are recognised or fixed in amount; but if we are to include under this head the sums of money which, under various forms, it has been the practice of the sovereign to grant to the Imperial representatives abroad, individually, as it may be his Imperial Majesty's wish, either to reward services performed, or to increase the splendour of representation on peculiar occasions, it would, I believe, render the above table an inadequate statement of the real disbursements of the Imperial Treasury under the head of diplomatic service.

As these grants are, however, made entirely at the discretion of the Emperor, and, consequently, depend upon the character of the reigning Sovereign, or the degree of favour enjoyed by the diplomatist, as well as upon other varying circumstances, it would be impossible to estimate them. I believe, however, it may be stated that the expenditure of the Government on this head is now less lavish and irregular than under former reigns.

When individual gratifications of this sort are made, it has usually been done under the form of what are termed "arendas," that is, a grant of the annual revenue of an estate or portion of an estate of the Crown for a limited number of years.

That a powerful motive is furnished to the recipient of Imperial bounty, in this form, to use every effort to maintain himself in the favourable opinion of the Sovereign is evident, when it is considered that on each expiration of the term of the "arenda," a fresh act of Imperial grace is required to renew it.

Outfits and the expenses of journeys, of which I have already spoken, are included in the accounts of the extraordinary expenses of each mission.

Besides these items are charged the expenses of couriers and messengers, transmission of despatches by estafettes, postage, newspapers, purchase of books, maps, wages of servants attached to the chancery, stationery, pecuniary relief to distressed Russian subjects, expenses of transmission of prisoners, deserters, &c., moneys disbursed on account of other departments of the Russian service for books, maps, or inventions, and the payment of persons deputed by those departments abroad.

It does not appear that the grant of leave of absence to Russian diplomatic servants is regulated by any fixed system, but depends upon the head of the department for foreign affairs.

The absence of a minister from his post on private grounds entails the deduction from his salary of the allowance granted to the chargé d'affaires. No deduction is made from the salaries of subordinate members of missions during their absence, unless it is prolonged beyond a period of four months.

Chargé d'affaires *ad interim* receive at Berlin, Vienna, London, Madrid, and Paris, 57 *l.* per month. At all other missions 38 *l.* per month.

The obligations of chargés d'affaires do not seem to be strictly defined, and are similar to those of ministers, with an exception, of course, in regard to their style of living and representation.

In regard to the relations between the diplomatic and consular service, it may be observed

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observed that the consular service of Russia is not regarded as being so distinct from the diplomatic service as with us.

The consular posts in the East are regarded as partaking more than others of the diplomatic character.

The rules of precedence between diplomatic and consular offices are regulated by the class in the "Tchin" attached to their offices, or by their personal grade in the "Tchin," in case they are entitled to a higher grade therein on other grounds. Between equal grades precedence is accorded to seniority of appointment.

In order to obtain promotion in the general hierarchy of the civil service, a diplomatic officer will not unfrequently seek a consular appointment; and there appears to be no impediment to the promotion of a consular officer to a grade in the diplomatic service.

There appears to be no legal or systematic provision for diplomatic pensions specially. It is true that pensions are provided for superannuated public servants, according to a certain scale; but your Lordship will perceive from the accompanying Table that these are insignificant in amount.

SCALE of PENSIONS to Russian Civil Servants, their Widows and Families.

"Tchin" (Class) of Office occupied at time of Decease or Superannuation, and Class of Pension to which they are entitled.	Personal Pension (after deductions).				To Widows and Orphans of Deceased Civil Servants (without deductions).															
					Widow alone after Service of deceased Husband of				Widow with one, Child, after Service of deceased Husband of				Widow with two Children, after Service of deceased Husband of				Widow with three or more Children, after Service of deceased Husband of			
	After 35 years, full pay.	30 years' Service, two-thirds of pay.	25 years, one-half of pay.	20 years, one-third of pay.	35 years.	30 years.	25 years.	20 years.	35 years.	30 years.	25 years.	20 years.	35 years.	30 years.	25 years.	20 years.	35 years.	30 years.	25 years.	20 years.
	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.	£.
First Class:																				
Adjoint of minister* - - -	168	112	84	56	85½	57	42¾	28½	114	76	57	38	142	95	71½	47½	171½	114	85¾	57
Second Class:																				
Directors of departments - -	126	84	63	42	64	42¾	32	21½	85½	57	42¾	28½	107	71½	53½	35¾	128½	85¾	64	42¾
Third Class:																				
First Section.—Vice-directors and all officials of fifth class and above -	84	56	42	28	42¾	28½	21½	14¼	57	38	28½	19	71¼	47½	35¾	23¾	85½	57	42¾	28½
Second Section.—Chiefs of sections -	63	42	31½	21	32	21½	16	10¾	42¾	28½	21½	14¼	53½	35¾	26¾	17¾	64	42¾	32	21½
Fourth Class:																				
Officers of sixth, seventh, and eighth classes in receipt of not less than 51 *l.* 10 *s.* per annum - - -	50	32	25	17	25	17	12½	8½	34	22½	17	11¼	42¾	28½	21¼	14¼	51	34	25½	17
Fifth Class:																				
Chief clerks and deputy chiefs of sections - - - - - - -	42	28	21	14	21½	14	10¾	7	28½	19	14¼	9½	35¾	23¾	17¾	12	42¾	28½	21¼	14¼
Sixth Class:																				
Secretaries of departments and officers of ninth and tenth classes - -	31½	21	16	10½	16	10¾	8	5½	21½	14¼	10¾	7	26¾	17¾	13¼	8¾	32	21¼	16	10¾
Seventh Class:																				
Journalists, translators, &c. - - -	25	17	12½	8½	12½	8½	6¼	4¼	17	11¼	8½	5½	21½	14¼	10¾	7	25½	17	12¾	8½
Eighth Class:																				
Officers of 12th and 14th classes -	19	12½	9½	6¼	10	6¼	5	4¼	12¼	8¼	6¼	4¼	16	10¾	8	5¼	19	12¼	9¼	6¼
Ninth Class:																				
All other officials - - - -	12½	8	6¼	4	6¼	4¼	4¼	4¼	8¼	5¼	4¼	4¼	10¾	7	5½	4¼	12¼	8¼	6¼	4¼

* Ministers are pensioned by special ukase of the Emperor.

The Emperor occasionally bestows a pension at discretion upon a meritorious diplomatic servant, but this is not the usual practice in regard to diplomacy. Hence it may be remarked that some of the older diplomatic servants of Russia are placed at missions of minor importance, the emoluments of which are regarded in the light of a retiring pension.

With respect to the relations between the diplomatic servants of Russia and the foreign department as regards interchange of employment, such an interchange is in Russia more distinctly provided for than in any other service with which I am acquainted, and is not unfrequent, particularly as regards the lower grades. A councillor or secretary of legation, for instance, on returning to Russia, would not lose his rank in what is termed the College of Foreign Affairs, and would at once take up his employment in the foreign department, without having to wait for a fresh appointment therein. His eligibility for a higher post would advance equally in proportion to the number of years of his service, whether employed abroad or in the Foreign Office at home.

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With reference to that part of your Lordship's despatch, by which I am instructed to furnish any suggestions and information with regard to Her Majesty's Diplomatic Service that I may have to offer, I would state generally that, as far as my observation has extended, the manner in which Her Majesty's Diplomatic Service has been carried on, is not inferior to that of any other nation, and is superior to many.

I am far from wishing to be understood as being of opinion that ameliorations in matters of detail cannot be introduced with advantage. Many such improvements have, in point of fact, been adopted, and with real benefit to the service. The previous examination of gentlemen attached to missions is one of these, and has, at all events, placed young men who join foreign missions for the first time in a position to profit by the opportunities of improvement offered to them by a residence at a foreign court, and by employment upon public business.

I have so often witnessed the ill effects of a neglect on the part of persons who have been attached to our missions to acquire a facility in speaking the French language, or a legible handwriting for instance, that I am convinced of the benefit, both to themselves and the service, by a regulation which renders elementary and attainable qualifications of this sort an indispensable condition of their appointment.

Higher qualifications are no doubt desirable, but it should always be borne in mind that success in diplomacy depends more upon the good conduct, the good sense, and the good temper of the agent, and the confidence which these qualities inspire, than on any amount of technical knowledge, however valuable this may be in itself.

There are certain missions where special qualifications on the part of one or more of the junior members are very essential; I mean in countries the language of which does not form part of a general education, and is difficult of acquisition. In such cases great inconvenience is experienced when none of the members of the mission are sufficiently familiar with it, not only to make translations of the documents which may be placed before them, but to keep the legation informed in regard to the spirit and tone of such publications as are carried on in the language of the country.

This is a want which I have felt at this mission, but which has lately been very fully supplied by the appointment of Mr. Michell.

I have, &c.
(signed) *John F. Crampton.*

SARDINIA.

— No. 20. —

Sir *J. Hudson* to Lord *J. Russell.*—(Received December 3.)

My Lord, Turin, 28 November 1860.

WITH reference to your Lordship's despatch, marked Circular, of 25th ultimo, I have the honour to enclose herewith a list of answers to the questions contained in that despatch, which has been furnished to me by the Sardinian Government, and which contains the information desired by your Lordship on the Diplomatic Service of this country.

I have, &c.
(signed) *James Hudson.*

Enclosure 1, in No. 20.

Answers to Queries respecting the *Sardinian* Diplomatic Service.

Question 1. Conditions on which persons are admitted into the Diplomatic Service.

A. 1. That he be a native of the Royal States.

2. Not under eighteen nor above twenty-eight years of age.

3. Must have passed a professional examination: if educated at the Military Academy, have left with the rank of Lieutenant; if at the Naval, with that of Cadet.

4. He is required to be of sufficient wealth to maintain himself during the probationary service of the consulate, which, by ministerial decree of 21st June 1860, was fixed at an income of 3,000 lire for candidates for consulships, and for that of diplomacy he is required to have an income of 6,000 lire.

5. He will have to pass an examination for admission as candidate for such various appointments as the minister may determine.

Candidates

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Candidates are required, one month before the period fixed upon for the examination, to present the following documents:—

1. Certificate of birth.
2. Family position.
3. Certificate of aforenamed studies.
4. Bond of parents or of their assigns to provide the candidate with means of sustenance during his probationary service abroad, and for diplomacy a guarantee to supply 6,000 lire annually.

The day previous to the examination the candidates shall attend at the ministry, to write under dictation, and give a specimen of their handwriting, which it is indispensable should be neat and correct.

The examinations will be upon the following subjects, verbal and written:—

1. Civil and penal law, commercial and canonical elements of international law, and political economy.
2. History and geography.
3. Foreign languages. Written examinations shall be undergone in Italian and French.

Candidates are allowed seven hours (from 9 a.m. to 4 p.m.) for written examinations. The verbal examinations are, for each subject, half-an-hour.

Candidates who have not passed the written examinations are not eligible for the verbal. (Extract from "Regulations of the Interior Administration of the Ministry for Foreign Affairs," copy of which is annexed).

Question 2. From what class are persons generally selected?

A. Every citizen of the Royal States may enter the diplomatic service, if qualified by the conditions of the aforesaid extract of "Regulations."

Question 3. The examination, if any, which they undergo as a test of fitness?

A. Candidates are examined upon civil, penal, commercial, and canonical law; upon the elements of international law, and of political economy; upon history, geography, and foreign languages.

Question 4. The allowances paid on the first entrance into the service?

A. Diplomatic attachés receive no salary whatever abroad, nor are their travelling expenses, out or home, allowed them.

Question 5. The gradations in the service, and the system on which promotion takes place?

A. The gradations in the service are the following:—Ambassadors, Envoys Extraordinary and Ministers Plenipotentiary, Resident Ministers, Chargés d'Affaires, Councillors of Legation, Secretaries of Legation, 1st class; Secretaries of Legation, 2nd class; Attachés of Legation.

Up to the rank of Councillor and Secretary of Legation, seniority is the rule of promotion. The higher ranks are filled by personages distinguished for ability, zeal, and services rendered, or noted for political antecedents.

At the present moment, Sardinia has no diplomatic agent accredited with the rank of Ambassador at a foreign Court.

Question 6. Duties required of each member of the diplomatic chancellerie?

Question 7. The relation in which the subordinate members stand to the chief of the mission?

Question 8. The control which such chief can exercise over them?

A. The chiefs of missions are required to conform to the instructions of the Ministry for Foreign Affairs; subalterns are required to obey the orders of their chiefs, to whom belongs the internal regulation of their respective missions, no established rule whatever being extant thereupon.

Question 9. The privileges in the way of lodging and maintenance enjoyed by the junior members?

A. Ambassadors and Ministers are required to provide board, fuel, and lodging, or an equivalent indemnity, to the councillors and secretaries of the 1st class.

Question 10. Salaries of chiefs, and of the several members of a mission, whether arising from fixed salaries, fees, gratuity, house-rent, or allowances for keeping up the house, outfits, expense of journeys?

A. Ambassadors and ministers, and other diplomatic employés, have fixed salaries; heads of missions, councillors, and secretaries of legation of the 1st class, enjoy besides, a stipend or local indemnity, varying according to rank and place of residence.

When the heads of missions first remove to their residence, they receive an allowance for the expense of their first establishment. This sum is generally equal to a third of their annual stipend, and includes travelling expenses to and from their mission. Expenses of travelling are refunded, except in cases of dismissal.

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Question 11. The nature of the extraordinary expenditure allowed to be incurred in each mission?

A. Government refunds to every legation postal and telegraphic correspondence; moneys awarded to national paupers, upon the plea of relief, and homeward journey; and largesses to hospitals for the maintenance of national paupers. For every other outlay, the minister's previous authorisation is necessary for reimbursement.

Question 12. The system on which leave of absence is granted, and whether absence on leave entails any reduction of salary during its continuance?

Question 13. The allowances and obligations of persons holding charge of missions in the absence of ministers?

A. Leave of absence is granted by the Minister of Foreign Affairs. During the absence, Chiefs of Missions enjoy one-third of their local stipend, two-thirds being applied to the use of the councillor and secretary who remain chargés d'affaires in the interim. The local indemnity enjoyed by the councillors and secretaries of legation is discontinued during their absence.

Question 14. The relation between the diplomatic and consular service?

A. With reference to the relation between the diplomatic and consular service, the latter must conform to the instructions and orders from the established legations at the seat of Governments where they reside; and they are generally forbidden to have any direct or official intercourse with the Government of the State. But in the countries of Africa and of the East, consuls-general may treat direct with the Government of the State where they are accredited.

Question 15. The rules of precedence between the diplomatic and consular officers of each grade?

A. No regulations are extant upon precedence of diplomatic employés and consular, but the diplomatic corps naturally takes precedence of the consular.

Question 16. The interchange of persons between those services?

A. Both services being essentially distinct and separate from each other, there is no general rule for translocation from one to the other; nevertheless, the Minister for Foreign Affairs may take into consideration the services rendered by distinguished consular agents, and their peculiar aptitude, and propose occasionally to his Majesty their preferment to the diplomatic service.

Question 17. The system in which pensions are granted, either during temporary or permanent cessation of active duty?

A. Pensions for temporary cessation awarded to diplomatic agents do not take rule from the general regulations for pensions of employés, but are conceded by a special decree. Such pensions may be enjoyed after 20 years' service.

Question 18. The relation between the diplomatic servants and the Foreign Department as regards interchange of employment?

A. The Minister for Foreign Affairs, on emergency, may employ the secretaries and attachés of legation, the consuls and vice consuls, in the business of the ministry, but no special regulations are extant upon this point.

Enclosure 2, in No. 20.

ESTRATTO del REGOLAMENTO del Servizio Interno del Ministero degli Esteri.

TITOLO IV.

Capo. I.—*Ammessione nel Ministero e nelle Carriere dipendenti.*

ESAMI.

Art. 159. IL personale di servizio pel Ministèro degli Esteri è distinto in tre carriere:—
1. Interna d'Amministrazione;
2. Legazioni;
3. Consolati;

Il volontariato per dette tre carriere avrà principio nel Ministero.

Art. 160. Nessuno potrà essere ammesso al volontariato pel servizio del Ministero e carriere dipendenti se non alle seguenti condizioni:—
1. Sia regnicolo;
2. Abbia età non minore di 18 anni, nè maggiore di 28;
3. Abbia subito con approvazione l'esame di "Magistero," o trattandosi di giovani usciti dall'Accademia Militare o di Marina abbiano gli stessi ottenuto il grado di Sottotenenti o di Aspiranti;

4. Sia

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4. Sia provveduto di sufficienti mezzi di fortuna per sostenere il volontariato nei Consolati di Sua Maestà all'Estero,* e per la Diplomazia abbia una rendita obbligata di 6,000 lire;

5. Debba sostenere un esame di ammessione per concorso a quella quantità di posti che sarà stabilita dal Ministro.

Art. 161. Gli aspiranti al volontariato dovranno quindi presentare un mese avanti l'epoca degli esami i seguenti documenti:—

1. Fede di nascita;
2. Stato di famiglia;
3. Certificato degli studi sovr' indicati:
4. Obbligazione dei genitori o di chi per essi di provvedere di mezzi di sussistenza il candidato durante il volontariato all'Estero,* e per la Diplomazia obbligazione di somministrare 6,000 lire annue.

Art. 162. Un giorno prima che abbiano luogo gli esami, i candidati si presenteranno al Ministero per iscrivere sotto dettato, e dar saggio della loro scrittura che è indispensabile risulti nitida e corretta prima dell' ammessione agli esami.

Art. 163. Gli esami saranno dati da una commissione nominata appositamente per decreto ministeriale un mese prima dell' esame.

La commissione sarà composta di sei membri; la scelta del presidente verrà fatta dal ministro, quella del segretario dalla commissione stessa nella prima sua seduta.

Tre membri della commissione almeno dovranno essere estranei al ministero.

Art. 164. Gli esami verseranno sulle seguenti materie:—

1. Diritto civile, penale, commerciale e canonica, elementi di diritto internazionale e di economia politica;
2. Storia e geografia;
3. Lingue estere.

Saranno scritti e verbali.

Gli esami scritti verranno dati nelle due lingue Italiana e Francese.

I candidati avranno sette ore di tempo per la composizione degli esami scritti, cioè, dalle ore 9 del mattino alle 4 pomeridiane; gli esami verbali dureranno mezz' ora per ciascuna materia.

Non saranno ammessi agli esami verbali quelli fra i candidati che non avessero dato prova di sufficienti cognizioni nell' esame scritto.

SAXONY.

— No. 21. —

Mr. *Murray* to Lord *J. Russell.*—(Received 6 January.)

My Lord, Dresden, 1 January 1861.

In reference to your Lordship's Circular Despatch of the 25th of October 1860, desiring me at the close of the year to furnish your Lordship with observations on the working of the British Diplomatic Service, and also on that of the Court to which I am accredited, I have the honour to state, in regard to the latter, that the Diplomatic Service of the Court of Saxony is altogether upon so small a scale that it can afford no grounds of comparison with that of any of the great powers; and as it numbers neither secretaries nor attachés in its foreign missions, almost the whole of the details regarding which your Lordship's Despatch requires information are beyond its pale.

With respect to the constitution and working of the British Diplomatic Service, I am of opinion, my Lord, that, although its employés are, upon the whole, as liberally remunerated as those of any other power, there exist various anomalies which might be removed, with benefit to them, and without detriment to the public service. Among these I would specify—

1. That regulation whereby ministers resident at foreign posts are allowed no leave of absence whatever, without having a corresponding deduction made from their salaries. In this respect I believe their case is entirely exceptional, as not only the employés in the other departments of the State, but likewise those under the Foreign Office, such as clerks, secretaries of legation, &c., are allowed two months' leave yearly without any deduction being made from their salaries. Your Lordship will also observe that this deduction is made just at the season when ministers on foreign service are least able to afford it; for when they go home on leave for two, four, or six months, they are obliged to keep up their establishment abroad, while they necessarily incur the additional charge of travelling, hotel bills, and other expenses at home, it being obvious that a minister, when leaving his post

* Con Decreto Ministeriale in data 21 Giugno, 1860, venne stabilito che lo stato di fortuna di co'oro che aspirano alla carriera Consolare debba essere d'una rendita di 3,000 lire.

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post for a short time, cannot dismiss his servants, sell off his carriages, and break up his household.

2. There is another anomaly to which I would respectfully call your Lordship's attention, although it is one which cannot be remedied without introducing a modifying clause into an existing Act of Parliament. Your Lordship is aware that, according to clause 11 of the 6th Geo. IV., cap. 87, in whatever foreign country a certain number of Her Majesty's subjects raise a subscription for erecting or purchasing a church or other place for public worship, the consul general or consul there resident is authorised to give on the part of Her Majesty's Government, an amount equal to that contributed by the local subscribers; but this enactment is limited to places where there is a resident British consul or consul general, and does not include places where the British Government is represented by an envoy or a minister. The anomalous nature and the injustice of this enactment can be easily illustrated by reference to this kingdom of Saxony. At Leipsic, where there is a consul, there may be in all 15 or 20 British residents. At the former place, supposing the 15 or 20 to be persons of property they might contribute a considerable sum for church purposes, and claim a contribution to the same amount from Her Majesty's Government; whereas in Dresden, because there happens to be therein a British minister and no consul, the 400 or 500 residents are obliged to provide by subscription for the whole expenses of their church and clergyman's salary, without being able to present any claim for assistance from Her Majesty's Government.

This arbitrary distinction between mission and consulate seems to me, my Lord, irreconcileable with the equality of privileges to which Her Majesty's subjects residing abroad are justly entitled.

I have, &c.
(signed) *Ch. A Murray.*

SPAIN.

— No. 22. —

Sir *A. Buchanan* to Lord *J. Russell.*—(Received 19 November.)

My Lord, Madrid, 14 November 1860.

In consequence of the instructions conveyed to me in your Lordship's circular despatch of the 25th ultimo, I drew up a list of queries on the points upon which your Lordship wishes to obtain information, relative to the diplomatic service of Her Catholic Majesty; and having communicated them to M. Comyn, the Under Secretary of State, with a request that he would furnish me with replies to them, I have the honour to transmit, herewith, a translation of the answers which I have received from him.

Your Lordship is doubtless aware that the diplomatic service in Spain has been looked to as a field in which recompenses might be found for political partizans among members of the Cortes and writers in public journals, by the various ministries which have succeeded each other in rapid succession in Spain during the last quarter of a century; and you will find that many regulations in the inclosures are directed against the abuses which arose under this system.

I am told that, until lately, many of the most important embassies and legations were held by such persons, who spent the greater part of their time in Madrid in the enjoyment of their full salaries, with the exception of the proportion allowed to the chargés d'affaires; and they were thus in the receipt of emoluments, while performing no public duties, much greater than those of the highest officers of state on the home establishment. A regulation was therefore adopted, fixing the salaries of non-resident ambassadors and ministers on a scale proportionate to the salaries enjoyed by public functionaries of the same rank in Spain, where, for instance, the salary of the Secretary of State for Foreign Affairs is only about 1,200 *l.* sterling.

The manner of distributing outfits over the year was also doubtless adopted in consequence of the frequency of diplomatic changes, and the shortness of the periods during which missions were held by one person.

As to the examination to which persons entering diplomacy, according to Answer 3, are called upon to undergo, I have reason to believe that it is almost entirely nominal.

With reference to Answer 5, I may observe that Spain is at present represented by ambassadors at Paris, Rome, St. Petersburgh, and Mexico, and it is, perhaps, to be regretted that France is the only great power represented by ambassadors except at Constantinople, as it becomes almost a rule that the agent of the French Government at the principal courts of Europe takes precedence of the other members of the diplomatic body.

With reference to Answer 8, it appears to me that the regulation by which the head of a mission must provide his subordinates with lodging and food, or allow them an equivalent in money, would be objected to by most English gentlemen, and it would be much more satisfactory to both parties if the allowances to secretaries and attachés should be entirely independent of the minister.

When ministers' salaries were larger than they now are, in proportion to the expense of living

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living at foreign capitals, their general practice was to receive into their families the members of their chanceries, or to invite them almost daily to dinner. The increased expense of living abroad, however, and perhaps also, in some degree, an increase in the number of gentlemen attached to missions, has diminished, if not almost entirely put an end to, this practice; and the expenditure of attachés, both paid and unpaid, must have, consequently, been considerably increased during the last 10 or 15 years.

With reference to the legation house, it is only reasonable that a minister, when absent on leave, should provide suitable accommodation for the chancery, and for the chargé d'affaires if unmarried, which he might always do without inconvenience; but as an English minister's furniture is generally his private property, it would not be fair to call upon him to place it indiscriminately, during his absence, at the disposal of a chargé d'affaires and his family.

The Spanish Government have houses at Rome and at Constantinople, and in some instances, I believe take furnished houses on lease for a term of years, the rent being paid by each successive minister during the period which he may occupy it.

I am told, however, that there is a question of presenting a proposal to the Cortes, during the present session, that M. Mon should be relieved of the rent paid for the house occupied by the Spanish embassy in Paris.

With respect to Answer 12, I have ascertained that the parity in the rank of diplomatic and consular officers therein referred to, has reference merely to their rights in Spain and their claims to pensions; but the diplomatic agents of the least rank should take precedence of consular officers.

I inclose a statement of the estimated expenditure of the Spanish diplomatic and consular establishments, which I have taken from the Budget for the year 1859, showing the allowances to each diplomatic and consular agent for salary and ordinary expenditure. The latter is intended to cover postage and chancery expenses.

The extraordinary expenses of a mission are otherwise, as far as I can ascertain, nearly similar to those of Her Majesty's legations; and postages for correspondence and documents sent through the mission for other parties are included in it. The Spanish Government communicate with their missions in Paris, London, and Italy, by messenger twice a month.

I find in the Budget a charge for about 20,000 *l.* for unforeseen and contingent expenses of the Foreign Office.

I have, &c.
(signed) *Andrew Buchanan.*

Enclosure 1, in No 22.

ANSWERS to Queries respecting the Diplomatic Service of *Spain.*

Question 1. What are the conditions on which persons are admitted into the diplomatic service of Her Catholic Majesty?

A. In Spain the diplomatic career may be entered in two ways: firstly, as supernumerary clerk without salary, in the Foreign Office, or unpaid attaché to a legation; secondly, as minister plenipotentiary or ambassador, posts which are not given exclusively to persons employed in the diplomatic service, but are divided between them and political personages, or those in the higher ranks of the nobility. Article 3 of the Regulations of February 27, 1851: "Promotions to the rank of minister resident inclusive shall be made rigorously step by step, and shall not be obtained without having served at least three years in the post immediately below."

Some persons have obtained inferior posts to the above-mentioned without having passed through the lower grades; but they have been very rare exceptions, occasioned by political exigencies; and those who have entered the service in this manner have rarely remained years in the career after the fall of the ministry which had favoured them.

Question 2. From what class of society are those persons generally selected?

A. All classes of society, even the most elevated, have always had the option in Spain of entering public life; as, however, the diplomatic career requires a literary education and entails certain expenses, it is generally only adopted by persons belonging to the middle class and to the aristocracy.

Question 3. Do they undergo an examination as a test of fitness; and if so, what is the nature and extent of that examination?

A. In order to be admitted into the diplomatic service as a supernumerary attaché, it is necessary for the candidate to prove, by means of a special examination, that he has studied, with profit, the subjects enumerated in the Royal decree of 17 February 1852, additional to the Regulation of 27 February 1851, Article 2, viz.: "General history, geography, general literature, political economy, public right, international right, and the history of treaties, and one living language besides French."

This examination is passed in the Foreign Office after being appointed supernumerary clerk or attaché, or in the legation to which the new attaché is sent, when he is not in Madrid; he being required to present, at the same time, certificates of his having studied the above-mentioned subjects.

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Question 4. What are the allowances made to persons on their first entrance into the service?

A. At his entrance into the service, which is made as a supernumerary attaché, the candidate receives no sum whatsoever as salary, nor for the expenses of his journey.

Question 5. What are the gradations in the service, and what is the system on which promotion takes place?

A. Articles 1 and 3 of the Regulation of 27 February 1851: "The diplomatic career is composed of the following classes:

"1. Ambassadors Extraordinary, who are only named in certain cases, for special services.
"2. Envoys Extraordinary and Ministers Plenipotentiary.
"3. Ministers Resident.
"4. Chargés d'Affaires.
"5. Secretaries of Legation of the 1st class.
"6. Secretaries of the 2d class.
"7. Paid Attachés."

"In this category the young interpreters who are destined for Turkey, China, or other Oriental countries are included." (For Article 3, *vide* answer to first question.)

Question 6. What are the duties required of each member of the diplomatic chanceries?

A. The chargés d'affaires, ministers, and ambassadors, are charged with protecting and developing the political and commercial interests of their nation, communicating directly with Her Majesty's Government and with the Cabinet to which they are accredited. The secretary of legation will replace them in their absence as chargé d'affaires *ad interim*, and assist them in their negotiations; and the attachés also assist them in the actual work of the legation, and in affairs of little importance, and may occupy the position of chargé d'affaires *ad interim* in the absence of the secretary.

Question 7. What is the relation in which the subordinate members stand to the chief of the mission; and the control that such chief can exercise over them?

A. The chief of the mission has the secretaries and attachés under his orders, and provides them with lodging and maintenance, or gives them an equivalent allowance. If the chief of the mission should have reason to complain of the official or private conduct of his subordinates he may admonish them, and address a complaint against them to Her Majesty's Government, but he can in no case dismiss them by his own order from the situations to which they have been appointed by the Government.

Question 8. What are the privileges in the way of lodging and maintenance enjoyed by the junior members of missions?

A. Article 18 of the Regulations of 2 November 1858: "The chiefs of diplomatic missions are obliged to furnish the secretaries and attachés belonging to the staff with lodgings and board; and when it does not suit them to furnish them with these, or when they do not live together by common accord, they must pay to the subalterns, who have a right to it, the sums mentioned in Table No. 3 for their lodging and maintenance. This favour is purely personal, and does not extend to the families of the married secretaries and attachés.

"When the said chiefs of diplomatic missions absent themselves temporarily from their posts, in order to discharge some duty of the service, or for any other motive, and have secretaries or attachés living in their houses, they shall only pay them the allowance for maintenance according to Table No. 3, and shall have the rent of the house paid, as well as the porter.

"When they absent themselves, and the secretaries and attachés are not living in their house, they shall pay them the board and lodging allowances, and shall also leave the house in which they live, or in which the secretary and offices of the Embassy or legation are, paid for, as well as the porter.

"These allowances shall be paid at the same time as the salaries by the bankers appointed for the purpose, who shall exact a proper receipt from the secretaries and attachés, to be given to the chief of the mission as part of his salary."

Question 9. What are the pecuniary emoluments of the chief and several members, whether arising from fixed salaries, fees, gratuity, house rent, or allowances for keeping up the house, outfits, expenses of journeys, &c.?

A. The chiefs of mission and their subordinates receive a salary stated in the Estimates, composed of the regular salary corresponding to their diplomatic rank, and an additional sum for expenses of representation. In Table No. 4, to which Article No. 19 of the Regulations of 2 November 1858, refers, the regular salary is mentioned, and in the estimates of each year the total sum appears, composed of the regular salary, and the sum paid for representation.

"Article 19. When diplomatic servants absent themselves from their post in obedience to orders from a superior, in order to transact public business, or in virtue of leave for the re-establishment of their health, or to attend to their private affairs, or, with the consent of the Government, to take part in the sessions of the two Houses of Parliament

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ment, they shall be paid during their absence the regular salary which belongs to them, according to Table No. 4.

"The rest of their salary shall be applied by the Government to cover the expenses detailed in Article 20, and the remainder, if any, shall go to the Treasury.

"The maximum of leave for those serving in European states in those of the northern parts of Africa and west coast of Morocco, and that part of Asia bounded by the Mediterranean and Black Seas, and Sea of Azoff, shall be four months; the first extension two months, and the second, which ought to be the last, one month.

"For those who serve in any other parts of Africa, Asia, America, or the South Sea, the following proportion shall be followed: leave, one year, first extension, four months, and the second three months.

"During the first extension, the half only of the regular salary shall be paid, and during the second extension, no salary shall be paid.

"Article 20. When the chief of a diplomatic mission shall be removed, or shall absent himself temporarily from his post, the Government shall pay to the secretary chargé d'affaires out of the difference between the regular salary of the said chief, according to Table 4, and the remunerative sum for representation which he receives when resident at his post, the third part of the total salary of the chief of the mission, if the said secretary retains the house of the Embasssy or legation, and the fourth part if he goes to another house. The Government shall also pay out of the said difference to the second secretary, if there is one, and to the attachés having a right to board and lodging, the sums which are due to them according to the place in which they reside, in conformity with Table No. 3, it being understood that if the Embassy or legation house is retained, no sum shall be paid for lodging.

"The secretary chargé d'affaires shall also receive his personal salary and the whole sum allowed for ordinary expenses; and the rent of the legation house and the salary of the porter shall be paid by him."

The estimates also lay down a fixed sum, to be paid to the chiefs of missions for ordinary expenses; the extraordinary expenses are repaid to them after the account, supported by vouchers, which shall be sent in every three months, shall have been examined and approved. (*See* the subjoined instructions of 19 July 1856, which are applicable to diplomatic as well as to consular agents.) A half-year's salary shall also be paid to them for expenses of establishment during the first year of their residence, in conformity with the Regulations of 2 November 1858, Articles 11 to 16 inclusive:

"Art. 11. All the chiefs of diplomatic missions shall receive a sum to establish the house and offices equivalent to the half of one year's salary.

"Art. 12. The sum destined for the establishment of the houses and offices shall be paid in 12 parts, which shall be recovered by them monthly, during the course of the first year of their residence at their posts.

"The aliquot part of such sum which falls due in each month shall belong to the diplomatic agents, to which end a fractional part of a month shall be counted as a complete month.

"With the exception of the days which are over in the month in which they begin to serve, and which shall always be considered as a month terminated, the sum allowed for the expenses of the establishment shall not be payable for the time elapsing between the date of the agents receiving official notice of the removal and their actually ceasing in the discharge of their duties, nor for the time which they may employ in virtue of the Royal leave of absence to re-establish their health, or to attend to any private affairs.

"Those who, for the above reasons, shall have ceased, on absenting themselves, to receive the sum granted for the establishment of house and offices, shall continue to receive it on their return until the said annuity shall have been completed.

"The time which they shall have employed to attend the sessions of the two legislative bodies shall be reckoned to those who shall have absented themselves from their posts for this purpose with the approbation of the Government, as well as the days they shall, under these circumstances, have employed in coming to the court and returning to their posts, in subordination to the regulations of Table No. 2.

"Art. 13. When chiefs of missions shall be transferred to some other diplomatic post before accomplishing one year's service in their previous one, the sums which they shall have received on account of the expenses of establishment shall be reckoned as part of their new subvention, whether greater or less than the former.

"In this case they shall be paid the monthly sums corresponding to the new subvention, until the total of the sum due for the former subvention shall be completed.

"Art. 14. Chiefs of diplomatic missions who reckon eight years' service at the same residence shall have a right to the half of the subvention granted for the establishment of house and offices.

"The same rule shall be followed for every eight years more during which they may retain the same appointment.

"In both cases this subvention shall be paid to them by monthly payments during one year, and under the same conditions as those expressed in Article 2.

"Art 15. Those who, being chargé d'affaires, are promoted to be ministers resident, from that rank to plenipotentiaries, and from that to ambassadors, without having left the court in which they filled the former post, shall receive for the establishment of their house the difference which exists between one subvention and the other, having regard,

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as to the time and form of drawing the money, to the rules laid down in the previous articles.

"Art. 16. At the courts where the Government possess for the legation a house belonging to the State, provided with the furniture and fittings necessary for its convenience and decoration, the diplomatic agents who occupy it shall have no right to the subvention for establishment.

"The said agents shall render an account, at the end of every year, of the furniture and effects for the use of the legation, which, in consequence of their deterioration or loss, it may be indispensable to purchase or repair, furnishing at the same time an estimate of their cost; and after obtaining the sanction of the Government, they shall proceed to purchase them, or cause them to be repaired, charging the amount in the account of the extraordinary expenses.

"A detailed inventory shall be drawn up of all the furniture and effects purchased on account of the State, a copy of which shall be sent to the minister of state, and the chief of the mission who retires shall hand over formally to his successor all the said furniture and effects in conformity with the inventory.

"The chiefs of missions, as well as the secretaries and paid attachés, shall receive a sum towards their travelling expenses both in going and coming, in conformity with what is established in the 1st to the 10th articles inclusive, of the before-mentioned regulations."

"Art. 1. The State shall pay the expenses of the journey out of diplomatic agents proceeding to take possession of their posts, and the return journey of those leaving them definitively.

"Art. 2. The cost of the journeys going and coming shall be paid according to the proportions fixed by the following tariff:—

"Ambassadors, 80 reals (about 16 *s.*); ministers plenipotentiary, 65 reals (about 13 *s.*); ministers resident, 50 reals (about 10 *s.*); chargé d'affaires, 30 reals (about 6 *s.*); secretaries of the first class, 25 reals (about 5 *s.*); secretaries of the second class, 20 reals (about 4 *s.*); and attachés, 15 reals (about 3 *s.*)—per league.

"Chiefs of diplomatic missions who shall be summoned to court to fulfil the charge of minister of the Crown shall have a right to the travelling allowance paid to ambassadors, whatever may be the rank of the post they occupy.

"Art. 3. In journeys by sea the said agents shall be paid for each league, the half of what is paid for every terrestrial league of 6,666 Castilian yards.

"If they embark in vessels of war they shall pay the table, service, and lodging expenses out of their travelling allowance, in proportion to their respective rank, assimilated to military grades, as stated in Table No. 1.

"Art. 4. Diplomatic agents who shall leave temporarily their official residence to proceed on some special service, shall receive the half of the sums mentioned in the previous tariffs to cover the expenses of the land or sea journey which they may undertake.

"Art. 5. Diplomatic agents not on active service, who shall be appointed to fulfil some charge or commission of the service shall receive the full amount of the travelling allowance from the place at which they may be to their destination.

"Art. 6. Those persons who being absent from their posts shall be transferred to another appointment, or who shall be put on half-pay, shall have a right to the travelling allowance in the following manner:—

"Those who may be in the enjoyment of a royal leave of absence to re-establish their health, to attend to their private affairs, or to take their seat in Parliament, shall receive the full amount of the travelling allowance from the place they were at to the post which they are going to occupy: and in case of dismissal, from the place of their official residence to this court.

"Those who are on special service shall receive the half of the amount fixed by the said tariffs to return from the place where they may have been performing such service to their old post, and the whole sum to remove from the said post to their fresh destination.

"Art. 7. The travelling allowance shall be paid when the parties interested are ready to proceed to their post, or on a service authorised by the Government, or when they are put on half-pay.

"The diplomatic servants who may absent themselves from their posts by order of their respective chiefs, to attend to some urgent public business, shall have their travelling expenses paid, both in going and returning, when their errand shall have been approved of by the Government.

"Art. 8. When diplomatic servants shall not have actually proceeded to their posts, or on service, after having reeeived the travelling allowance, they must return the whole of it. Should they have started, but not arrived at their destination, by order of the Government, or from any other reason independent of their will, they shall receive the sum corresponding to the number of leagues which they shall have travelled over in going and returning, and shall be obliged to return the remainder of the sum received, if any, or shall receive the difference which may result if the sum received should have been insufficient to cover the said journey. If they should not arrive at their destination, or if, after their arrival, they should not take up their appointment for personal reasons, they shall

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shall be obliged to repay the whole of what they may have received, or that sum shall be deducted from their salary, and in default of that from their property.

"Those who, being in possession of their appointment, shall leave their post without proving that they did so on public grounds, shall be recalled, and shall lose the right to the travelling allowance for their return.

"Art. 9. Diplomatic servants shall receive no salary whatsoever during their journeys to and from their posts, as the travelling allowance which is granted them is supposed to include their salary.

"The time which is taken up in these journeys is, nevertheless, to be counted to them in reference to their half-pay or retiring pension, as is also that which is employed in their journeys from one post to another, and that which they may spend on their journeys on receiving a fresh appointment after being on half-pay, or on definitely retiring from the service, in subordination, in these last cases, to the regulations of Table No. 2.

"Art. 10. The families of diplomatic servants who may die on active service, shall have a right to the travelling allowance which should have been paid to such servants if alive, when the said families have been with them and return to Spain."

Question 10. What is the nature of the extraordinary expenditure allowed to be incurred in each mission; the system on which leave of absence is granted; and whether absence on leave entails any deduction of salary during its continuance?

A. Vide consular instructions, and Article 19 of the Regulations of the 2d November 1858, quoted in Answer 9.

Question 11. What are the allowances and obligations of persons having charge of missions in the absence of ministers?

A. Vide Article 20 of Regulations of 2d November 1858, quoted in Answer No. 9.

Question 12. What is the relation between the diplomatic and consular service, the rules of precedence between the diplomatic and consular officers of every grade, and the interchange of persons between those services?

A. Consular officers depend immediately on their respective consulate-general, which is in some States combined with the legation; but even when the two are separated they receive the orders of the chief of the mission accredited to the country in which they reside, whenever he asks them for data, or employs them in any commission of a political character. Consuls-general rank with chargé d'affaires, consuls with secretaries of legation, and vice-consuls with attachés. They do not pass from one service to the other, except that now and then consuls-general are made ministers resident or chargés d'affaires.

Question 13. What are the system and conditions on which pensions are granted, either during temporary or permanent cessation of active duty?

A. When diplomatic servants are withdrawn on account of the suspension of relations with the Government to which they are accredited, they receive half the regular salary, until they are appointed to another post, or return to their previous one. When recalled on account of the suppression of the post they occupy, they enjoy, if they have served 12 years, one-fourth part of the largest regular salary which they may have been paid during at least two years; when they have served 16 years, the third part; and when 20 years, the half. When the Government shall no longer employ them for any other reason, they shall, at the expiration of 15 years' service, enjoy the fourth part; and at the end of 20, the half.

When they abandon the post confided to them, or send in their resignation, they have no right to any pension whatever. Those who have entered the service since the Law on Estimates of 1845, have no longer any right to half-pay allowance, but receive half their salary when withdrawn through suspension of relations. All, without distinction, have a right to a retiring or full service pension on reaching the age of 60 years, or before, if they can prove their being physically or morally incapacitated for the service.

The retiring pension is granted in the following proportions:—

After 20 years' service the two-fifths of the maximum regular salary which they may have received during at least two years;

After 25 years, the three-fifths of the same; and after 35 years the four-fifths.

Neither the half-pay nor retiring pensions can in any case, or under any circumstances, exceed 40,000 reals a year (about 400 *l.*)

Question 14. What are the relations between the diplomatic servants and the Foreign Department, as regards interchange of employment?

A. The appointments in the Foreign Office have the following comparative rank; an under-secretary of state ranks with ministers plenipotentiary, directors with ministers resident, senior clerks, who are also sub-directors, with chargé d'affaires; clerks with secretaries of the first class, the four senior assistant clerks with secretaries of the second class, the other assistant clerks with paid attachés.

Clerks in the Foreign Office and employés in legations interchange employments at the discretion of the minister, passing from one service to the other with the equivalent rank, or with that immediately superior to it, when they have a right to promotion.

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Enclosure 2, in No. 22.

STATEMENT of Salaries of the Diplomatic and Consular Services of *Spain*.

DIPLOMATIC BODY.

Residence.	RANK.	Fixed Salary.	Ordinary Expenses.	Total.
		£.	£.	£.
Rome	Ambassador	3,000	200	3,200
	First Secretary	300	—	
	Second ditto	200	—	
	Two Attachés at 120 *l.*	240	—	
	Sergeant of the Palace Guard	32	—	
Paris	Ambassador	5,000	300	5,300
	First Secretary	400	—	
	Second ditto	200	—	
	Two Attachés at 120 *l.*	240	—	
London	Minister Plenipotentiary	3,600	400	4,000
	First Secretary	400	—	
	Second ditto	240	—	
	Attaché	120	—	
St. Petersburgh	Minister Plenipotentiary	4,000	300	4,300
	Secretary of First Class	400	—	
	Ditto of Second ditto	240	—	
	Attaché	150	—	
Lisbon	Minister Plenipotentiary	2,400	200	2,600
	Secretary of First Class	300	—	
	Two Attachés at 120 *l.*	240	—	
Naples	Minister Plenipotentiary	2,200	200	2,400
	Secretary of First Class	300	—	
	Attaché	120	—	
Vienna	Minister Plenipotentiary	2,400	200	2,600
	Secretary of First Class	300	—	
	Attaché	120	—	
Berlin	Minister Plenipotentiary	2,000	200	2,200
	Secretary of First Class	300	—	
	Attaché	120	—	
Washington	Minister Plenipotentiary	2,400	400	2,800
	First Secretary	300	—	
	Second ditto	200	—	
	Attaché	150	—	
	Consulting Advocate	60	—	
Constantinople	Minister Plenipotentiary	1,600	200	1,800
	Secretary of First Class	300	—	
	First Interpreter	240	—	
	Second ditto	180	—	
	Student of languages	180	—	
	Chaplain	80	—	
Mexico	Minister Plenipotentiary	2,400	400	2,800
	Secretary of First Class	300	—	
	Attaché	150	—	
Turin	Minister Plenipotentiary	1,600	200	1,800
	Secretary of First Class	300	—	
	Attaché	120	—	
Rio Janeiro	Minister Plenipotentiary	1,100	200	1,300
	Secretary of Second Class	200	—	
Santiago de Chile	Minister Resident	1,000	200	1,200
	Secretary of Second Class	200	—	
The Hague	Minister Resident	1,000	200	1,200
	Secretary of Second Class	180	—	
Copenhagen	Minister Resident	900	100	1,000
	Secretary of Second Class	180	—	
Stockholm	Minister Resident	900	100	1,000
	Secretary of Second Class	180	—	
Brussels	Minister Resident	900	100	1,000
	Secretary of Second Class	180	—	
Berne and Frankfort	Minister Resident	1,000	100	1,100
	Secretary of Second Class	180	—	
Costa Rica	Chargé d'Affaires	800	200	1,000
	Secretary of Second Class	200	—	
Quito	Chargé d'Affaires	800	200	1,000
	Secretary of Second Class	200	—	
Caracas	Chargé d'Affuires	800	200	1,000
	Secretary of Second Class	200	—	

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Consular Corps.

Country.	Residence.	RANK.	Fixed Salary.	Ordinary Expenses.	Total.
			£.	£.	£.
Austria	Milan	Commercial Agent.			
	Trieste	Consul	200	60	260
	Venice	Vice Consul.			
Belgium	Antwerp	Consul	—	60	
Brazil	Maranon	ditto.			
Buenos Ayres		ditto.			
Hanseatic Cities	Hamburgh	Consul General	200	180	380
China	Canton and Whampoa	Vice Consul	200	100	300
	Amoy	Consul	300	100	400
	Foo-chow	Vice Consul	140	—	
	Macao	Consul General	800	300	1,100
		Two Student Interpreters at 120 *l.*	240	—	
	Ningpo	Vice Consul	160	—	
	Shanghae	Consul	400	200	600
Denmark	Elsinore	Consul General	180	60	240
	San Thomas	Consul	500	200	700
Equator	Guayaquil	ditto	200	—	
United States	Baltimore	Vice Consul	120	40	160
	Boston	ditto	80	—	
	Cayo Hueso	Consul	200	—	
	Charleston	ditto	120	—	
	Philadelphia	ditto	240	—	
	Mobile	ditto	200	40	240
	New Orleans.				
	New York	ditto	240	60	300
	Portland	ditto	200	—	
	Savannah	Vice Consul	120	—	
France	Algiers	Consul General	300	200	500
		Vice Consul	180	—	
	Bayonne	Consul	600	300	900
		Vice Consul	180	—	
	Bonne	ditto	60	—	
	Bordeaux	Consul	400	180	580
		Vice Consul	120	—	
	Cette	Consul	400	180	580
		Vice Consul	120	—	
	Ciotat	ditto	160	—	
	Hâvre de Grace	Consul	400	180	580
		Vice Consul	120	—	
	Marseilles	Consul	800	360	1,160
		Vice Consul	180	—	
	Montpellier	ditto	120	—	
	Nantes	Consul	320	120	440
		Vice Consul	120	—	
	Oloron	ditto	120	—	
	Oran	Consul.			
	Paris	Consul General	800	400	1,200
		Vice Consul	240	—	
	Perpignan	Consul	400	180	580
		Vice Consul	140	—	
	Toulouse	ditto	120	—	
Great Britain	Accra	ditto	200	60	260
	Cardiff	Consul	300	120	420
		Vice Consul	160	—	
	Gibraltar	Consul	600	300	900
		Vice Consul	180	—	
	Hong Kong	Consul	400	100	500
	Jamaica	ditto	300	80	380
	Liverpool	ditto	800	400	1,200
		Vice Consul	180	—	
	London	Consul General	1,000	500	1,500
		Vice Consul	240	—	

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CONSULAR CORPS—*continued.*

Country.	Residence.	RANK.	Fixed Salary.	Ordinary Expenses.	TOTAL.
			£.	£.	£.
Great Britain—*cont*^{d}. -	Malta - - -	Consul - - - -	180	60	240
	Nassau - - -	ditto - - - -	—	60	
	Newcastle - -	ditto - - - -	400	180	580
		Vice Consul - - -	160		
	St. John's, Newfoundland.	Consul.			
	Sidney - - -	ditto - - - -	200	200	400
	Sierrra Leone - -	Consul General and Judge of Mixed Court.	600	400	1,000
		Vice Consul and Arbitrator of ditto.	300	—	
	Singapore - -	Consul - - - -	500	200	700
	Southampton - -	ditto - - - -	300	120	420
		Vice Consul - - -	160	—	
	Trinidad - - -	Consul.			
Greece - - -	Athens - - -	Consul General - -	400	100	500
Italy - - -	Cagliari - - -	Consul.			
	Civita Vecchia - -	ditto - - - -	120	60	180
	Genoa - - -	Consul General - -	240	60	300
		Vice Consul - - -	60	—	
	Leghorn - - -	Consul - - - -	120	60	180
	Naples - - -	ditto - - - -	180	60	240
	Nice - - -	ditto - - - -	120	60	180
	Palermo - - -	ditto - - - -	180	60	240
Morocco - - -	Tangier - - -	Consul General and Chargé d'Affaires.	400	200	600
		Vice Consul - - -	120	—	
		Student Interpreter - -	40	—	
		First Interpreter - -	60	—	
		Second Interpreter.			
Mexico - - -	Mexico - - -	Consul General - -	400	—	
	Vera Cruz - -	Consul - - - -	240	60	300
Netherlands - -	Amsterdam - -	ditto - - - -	—	60	
	Rotterdam - -	ditto - - - -	—	60	
Portugal - - -	Faro - - -	ditto - - - -	300	100	400
		Vice Consul - - -	100	—	
	Lisbon - - -	Consul General - -	600	200	800
		Vice Consul - - -	180		
	Madeira - - -	Consul.			
	Oporto - - -	ditto - - - -	400	120	520
		Vice Consul - - -	120	—	
Prussia - - -	Berlin - - -	ditto - - - -	100	—	
Barbary Regencies -	Tripoli - - -	Consul General and Chargé d'Affaires.	400	240	640
		Vice Consul - - -	120	—	
		Interpreter - - -	60	—	
	Tunis - - -	Consul General and Chargé d'Affaires.	400	240	640
		Vice Consul - - -	120	—	
Russia - - -	Odessa - - -	Consul General - -	400	60	460
	Riga - - -	Consul.			
Santo Domingo - -	- - - - -	ditto - - - -	400	200	600
		Vice Consul Chancelier -	180	—	
Turkey - - -	Alexandria - -	Consul General - -	400	180	580
		Vice Consul Chancelier -	120	—	
		Interpreter - - -	90	—	
	Cairo - - -	Consul - - - -	120	60	180
	Constantinople - -	Consul Chancelier - -	180	40	220
	Jerusalem - -	Consul.			
		Interpreter.			
	Smyrna - - -	Consul General - -	400	100	500
		Chancelier - - -	60	—	
Uruguay - - -	Monte Video - -	Vice Consul.			
Venezuela - - -	La Guayra - -	Consul - - - -	240	40	280
		Vice Consul.			

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Enclosure 3, in No. 22.

TABLE of the Sums which Diplomatic Servants have to pay to the Commanders of Vessels of the Royal Navy, for Board, Lodging, and Service, when embarked on board of them, to proceed to their respective destinations, in proportion to their rank, and to the Travelling Allowance which is conceded to each of them for the Journey.

[The sums in sterling are only approximative.]

RANK.	Comparative Military Rank.	Travelling Allowance (per League).				Sum to be paid to Naval Commanders daily.			
		Reals.	£.	s.	d.	Reals.	£	s.	d.
Ambassador	Captain General	80 =	0	16	0	200 =	2	0	0
Minister Plenipotentiary	Lieutenant General	65 =	0	13	0	140 =	1	8	0
Minister Resident	Major General	50 =	0	10	0	100 =	1	0	0
Chargé d'Affaires	Brigadier	30 =	0	6	0	75 =	0	15	0
Secretary of the 1st Class	Colonel	25 =	0	5	0	60 =	0	12	0
Secretary of the 2d Class	Lieutenant Colonel	20 =	0	4	0	40 =	0	8	0
Attaché	Captain	15 =	0	3	0	30 =	0	6	0
The wife of an Ambassador						80 =	0	16	0
Her children over 10 years old						30 =	0	6	0
The wife of a Minister Plenipotentiary						60 =	0	12	0
Her children over 10 years old						30 =	0	6	0
The wife of a Minister Resident						50 =	0	10	0
Her children over 10 years old						20 =	0	4	0
The wife of a Chargé d'Affaires						40 =	0	8	0
Her children over 10 years of age						15 =	0	3	0
The wife of a Secretary of the 1st class						30 =	0	6	0
Her children over 10 years of age						15 =	0	3	0
Servants in general						10 =	0	2	0

Enclosure 4, in No. 22.

MAXIMUM of the Time employed by Diplomatic and Consular Officers for going and returning, during the last 10 Years, and which will be allowed for the future, according to the Royal Decree of 24 February 1857.

	Maximum allowed.		Maximum allowed.
Europe:	Days.	America—*continued.*	Days.
Vienna, Austria	30	Lima, Peru, Pacific	65
Brussels, Belgium	15	Costa Rica	40
Turin, Sardinia	15	Venezuela	45
Copenhagen, Denmark	30	Brazil	45
Naples, Two Sicilies	22	Uruguay and Buenos Ayres	50
Florence and Parma, Tuscany	20	United States	40
Rome, Pontifical States	20	Mexico	45
Paris, France	12	St. Domingo, Tahiti, St. Thomas	30
London, Great Britain	15		
The Hague, Holland	18	Asia:	
Lisbon, Portugal	12	China	105
Berlin, Prussia	16	Singapore	90
Dresden, Saxony	17		
St. Petersburgh, Russia	35	Africa:	
Stockholm, Sweden	30	Tangier	15
Constantinople, Turkey	25	Algiers	20
Berne, Switzerland	18	Tunis, Tripoli, Egypt, Greece, &c., Jerusalem.	30
Frankfort	18	East Coast, Sierra Leone	60
America:			
Santiago, Chile, Pacific	75	South Sea:	
Quito, Ecuador ,,	60	Sidney	105

The time allowed to diplomatic and consular officers for journeys which may have been made, previous to the last 10 years, shall be half as much again as that indicated in the present table, as the means of travelling were then slower and more difficult, as there were then not so many railways and steamers.

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Enclosure 5, in No. 22.

Appendix, No. 1.

ACCOUNT of the Sums for BOARD and LODGING, which the Chiefs of Diplomatic Missions shall pay to the Secretaries and Attachés who have a Right to them, equivalent to the Expenses of HOUSE and TABLE, in proportion to the Dearness or Cheapness of the Country where they Reside.

[The sums in sterling are only approximative.]

	House.				Table.				Total.			
	Reals.	£.	*s.*	*d.*	*Reals.*	£.	*s.*	*d.*	*Reals.*	£.	*s.*	*d.*
Athens	4,000 =	40	–	–	8,000 =	80	–	–	12,000 =	120	–	–
Berlin	4,000 =	40	–	–	8,000 =	80	–	–	12,000 =	120	–	–
Brussels	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
Caracas	4,000 =	40	–	–	8,000 =	80	–	–	12,000 =	120	–	–
China	–	–	–	–	–	–	–	–	16,000 =	160	–	–
Constantinople	4,000 =	40	–	–	9,000 =	90	–	–	13,000 =	130	–	–
Copenhagen	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
Costa Rica and Nicaragua	5,000 =	50	–	–	9,000 =	90	–	–	14,000 =	140	–	–
Dresden	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
The Hague	5,000 =	50	–	–	9,000 =	90	–	–	14,000 =	140	–	–
Lisbon	3,500 =	35	–	–	6,500 =	65	–	–	10,000 =	100	–	–
London	5,000 =	50	–	–	10,000 =	100	–	–	15,000 =	150	–	–
Mexico	5,000 =	50	–	–	10,000 =	100	–	–	15,000 =	150	–	–
Monte Video	5,000 =	50	–	–	9,000 =	90	–	–	14,000 =	140	–	–
Munich	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
Naples	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
Paris	4,000 =	40	–	–	9,000 =	90	–	–	13,000 =	130	–	–
Quito	5,000 =	50	–	–	9,000 =	90	–	–	14,000 =	140	–	–
Rio Janeiro	5,000 =	50	–	–	9,000 =	90	–	–	14,000 =	140	–	–
Rome	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
Santiago de Chile	4,000 =	40	–	–	8,000 =	80	–	–	12,000 =	120	–	–
Santa Fé de Bogotá	4,000 =	40	–	–	8,000 =	80	–	–	12,000 =	120	–	–
Stockholm	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
Switzerland	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
St. Petersburgh	5,000 =	50	–	–	10,000 =	100	–	–	15,000 =	150	–	–
Turin	3,000 =	30	–	–	6,000 =	60	–	–	9,000 =	90	–	–
Vienna	4,000 =	40	–	–	8,000 =	80	–	–	12,000 =	120	–	–
Washington	5,000 =	50	–	–	9,000 =	90	–	–	14,000 =	140	–	–

Enclosure 6, in No. 22.

REGULAR SALARY which shall be paid to DIPLOMATIC SERVANTS when they Absent themselves from the Court at which they Reside, by virtue of a Royal Order, by Authorisation of the Government, or on Leave of Absence.

[The sums in sterling are only approximative.]

	Reals.	£.	*s.*	*d.*
To an Ambassador	90,000 =	900	–	–
„ a Minister Plenipotentiary	60,000 =	600	–	–
„ a Minister Resident	50,000 =	500	–	–
„ a Chargé d'Affaires	36,000 =	360	–	–
„ a Secretary of the 1st Class	24,000 =	240	–	–
„ a Secretary of the 2d Class	18,000 =	180	–	–
„ an Attaché	12,000 =	120	–	–

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— No. 23. —

Sir *A. Buchanan* to Lord *J. Russell*—(Received 21 November.)

My Lord, Madrid, 16 November 1860.

SINCE forwarding to your Lordship my despatch of the 14th instant, on the subject of the Spanish diplomatic and consular services, I have learnt that the salary of Her Catholic Majesty's Ambassador at Rome is 500,000 reals of vellon a year, or in round numbers about 5,000 *l.* sterling, instead of 300,000 reals of vellon, or about 3,000 *l.* sterling, as stated in the budget of 1859.

At that time, the Ambassador's allowances were upwards of 6,000 *l.* a year, more than half being the proceeds of fees on the petitions of Spanish subjects to the Pope ("derechos de preces"), which are now to be carried to the credit of the State, and the salary of the Ambassador has been fixed at the amount of that paid to the Ambassador at Paris.

I may also add, that all the sums in the statement enclosed in my despatch above referred to, are calculated in round numbers, the real being taken at 100 to the pound sterling, whereas the pound is seldom worth more than 96 reals.

I have, &c.
(signed) *Andrew Buchanan.*

SWEDEN AND NORWAY.

— No. 24. —

Mr. *Jerningham* to Lord *J. Russell.*—(Received 2 January 1861.)

My Lord, Stockholm, 26 December 1860.

WITH reference to your Lordship's despatch, marked Circular, of the 25th of October last, which reached me on the 9th ultimo, I have the honour to inclose the documents which have been furnished to me by Count Manderström respecting the diplomatic service of this Court.

I also enclose a copy of the letter which I addressed upon the subject to his Excellency.

I have, &c.
(signed) *G. S. S. Jerningham.*

Enclosure 1, in No. 24.

STATEMENT of the Salaries and Organization of the *Swedish* Foreign Office.

PERSONNEL.	Traitement Annuel. Rdr. Rmt. de Suède.
Le Ministre d'Etat et des Affaires Etrangères	24,000
Le Secrétaire en Chef ("Cabinetts Secreteraren")	5,000
Le Chef de la Direction des Consulats et Affaires Commerciales	4,500
Le Chef de la Direction des Fonds et de la Comptabilité	4,500
Le Chef de la Direction des Affaires Politiques	4,500
L'Archiviste	3,500
Le Secrétaire en premier	3,500
Les quatre Premiers Secrétaires en second, chacun	1,800
Les trois autres Secrétaires en second, chacun	1,000

Observations.—Le Ministre des Affaires Etrangères dispose en outre d'un hôtel en partie meublé aux frais de l'état.

Le grand maître de cérémonies et le calligraphe officiel reçoivent annuellement des fonds du ministère, l'un 2,000 et l'autre 600 riksdalers riksmynt.

Pour être nommé secrétaire en second, il faut avoir subi, à l'une des universités de l'état, l'examen prescrit pour les employés qui entrent dans l'administration civile. Il n'existe pas d'examen spécial pour ceux qui se vouent à la carrière diplomatique.

Le surnumérariat n'ayant pas lieu au Ministère des Affaires Etrangères, les attachés libres de légation sont nommés, par préférence, secrétaires en second, et ceux-ci, à leur tour, secrétaires de légation. Pour les promotions ultérieures il n'existe pas de règle générale.

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Appendix, No. 1.

Enclosure 2, in No. 24.

STATEMENT of the Salaries and Organization of the *Swedish* Diplomatic Corps.

	Traitement Annuel. *Rdrs.* de Hambourg.
Grand Bretagne:	
Envoyé Extraordinaire et Ministre Plenipotentiaire.	16,000
Secrétaire de Légation - -	2,000
Chapelain - - - -	1,000
France:	
Envoyé Extraordinaire et Ministre Plénipotentiaire.	16,000
Secrétaire de Légation - -	2,000
Attaché - - - - -	1,200
Chapelain - - - - -	750
Autriche:	
Envoyé Extraordinaire et Ministre Plénipotentiaire (en même temps accrédité à Munich).	11,000
Secrétaire de Légation - -	1,200
Attaché - - - - -	1,200
Prusse:	
Envoyé Extraordinaire et Ministre Plénipotentiaire (en même temps accrédité à Dresde et en Mecklenbourg).	8,000
Secrétaire de Légation - -	1,000
Russie:	
Envoyé Extraordinaire et Ministre Plénipotentiaire	16,000
Secrétaire de Légation - -	2,000
Attaché - - - - -	1,200
Danemarc:	
Envoyé Extraordinaire et Ministre Plénipotentiaire.	8,000
Secrétaire de Légation - -	1,000

	Traitement Annuel. *Rdrs.* de Hambourg.
Pays Bas:	
Envoyé Extraordinaire et Ministre Plénipotentiaire.	8,000
Belgique:	
Ministre Résident (en même temps accrédité à Francfort-sur-Maine et Wiesbade).	4,000
Espagne:	
Ministre Résident - - -	4,000
Etats Unis de l'Amérique du Nord:	
Ministre Résident - - -	5,000
Portugal:	
Chargé d'Affaires et Consul Général	3,500
Italie:	
Chargé d'Affaires et Consul Général	3,500
Brésil:	
Chargé d'Affaires et Consul Général	4,000
Grèce:	
Chargé d'Affaires et Consul Général	3,000
Hambourg:	
Chargé d'Affaires et Consul Général	2,000
Turquie:	
Envoyé Extraordinaire et Ministre Plénipotentiaire.	8,000
Secrétaire de Légation - -	1,200
Drogman - - - - -	1,500
Jeune de Langue - - - -	400
Chapelain - - - -	750
Secrétaire du Consulat - -	500

Cette mission gère en même temps le Consulat Général du Roi en Turquie. L'hôtel que l'état possède à Constantinople est affecté à la légation.

Observations générales.—Le secrétarie de légation nommé chargé d'affaires pendant l'absence du ministre jouit d'un traitement supplémentaire qui varie de 133⅓ à 200 riksdalers de Banque de Hambourg par mois. Pendant la durée de son intérim, il cesse de recevoir l'indemnité de table et de logement que doit lui fournir le ministre, dès que celui-ci réside à son poste.

Le port des lettres et dépêches télégraphiques officielles est remboursé aux légations.

Le chargé d'affaires ou le secrétaire de légations est bonifié de ses frais de voyage, mais ne jouit de son traitement que du jour de l'arrivée au poste respectif. Par contre, le ministre ne reçoit pas de frais de voyage, mais compte son traitement du jour du départ. Une allocation de 4,000 à 6,000 riksdalers de Banque de Hambourg lui est accordée en frais de l'équipement.

La retenue à effectuer sur le traitement d'un fonctionnaire diplomatique absent de son poste en vertu d'un congé, est fixée, le cas échéant, en considération des motifs de ce congé. En général la règle est etablie que les frais de l'intérim seront à la charge de celui qui profite du congé, et qu'un ministre ne garde son traitement intégral (les frais de l'intérim défalqués) que pendant trois mois, et la moitié du traitement qui les mois suivants.

La pension d'un fonctionnaire diplomatique mis en retraite est réglée, d'après la durée de ses services, sur le tarif suivant:—

Ministre Plénipotentiaire - - - -	par an, de	800 à 1,500
Ministre Résident - - - - -	„	600 à 1,000
Chargé d'Affaires - - - - -	„	600 à 1,000
Secrétaire de Légation - - - -	„	300 à 600

Le tout en riksdalers de Banque de Hambourg.

[*N. B.*—Twelve riksdalers banco equal to about one pound sterling.]

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Enclosure 3, in No. 24.

LIST of the Paid Consulates General and Consulates of *Sweden* and *Norway*.

		Par An.		Observations.
		Rdr. de Banque de Hambourg.		
		Traitement.	Frais de Bureau.	
Alexandrie - - -	Consular Général - -	2,000	1,000	
Alger - - - -	Idem - - - -	2,000	750	
Alicante - - - -	Idem - - - -	- -	750	
Archangel - - -	Consulat - - -	2,000	500	
Bahie - - - -	Idem - - - -	- -	500	
Bilbao - - - -	Idem - - - -	- -	500	
Buenos Ayres - - -	Idem - - - -	- -	1,500	
Copenhague - - -	Consulat Général - -	1,000	—	
Dantzic - - - -	Consulat - - -	- -	500	
Egypte - - - -	Secrétaire du Consulat -	1,000	—	
Gibraltar - - - -	Consulat Général - -	- -	750	
Helsingfors - - -	Idem - - - -	2,000	500	
Lübec - - - -	Consulat - - -	- -	750	
Malte - - - -	Idem - - - -	1,000	500	
Maroc (Tanger) - -	Consulat Général - -	2,000	- -	Le titulaire de ce poste dispose en outre de l'hôtel que l'état possède à Tanger.
New York - - -	Consulat - - -	- -	500	
Rome - - - -	Idem - - - -	- -	500	
Rostock - - - -	Idem - - - -	- -	750	
Smyrne - - - -	Idem - - - -	- -	250	
Tunis - - - -	Idem - - - -	- -	1,500	

L'Article 9 du Règlement ci-joint concernant le service consulaire mentionne les droits casuels que les consuls pourront prélever d'office.

SWITZERLAND.

— No. 25. —

Captain *Harris* to Lord *John Russell*.—(Received 15 November.)

My Lord, Berne, 12 November 1860.

IN accordance with the instructions contained in your Lordship's Circular Despatch, dated 25th October, I addressed a note to the Swiss Federal Council, requesting them to favour me with information on the various points referred to in your Lordship's Despatch with respect to the diplomatic service in this country.

I have the honour to enclose copy of the answer which I have received from the Federal Council. The information which it conveys is necessarily of a meagre kind, as there is no regular diplomatic service in Switzerland.

I have the honour to transmit the Swiss "Red Book," containing the diplomatic and consular appointments, and also copies of the consular regulations, both of which have been supplied to me by the Federal Council, and transmitted with their despatch.

Besides the two missions at Paris and Vienna alluded to, the Swiss Government at present employs two special envoys, M. de la Rive to London, and M. Tourte to Turin. M. de la Rive possessing an ample private fortune has handsomely declined receiving anything beyond the current expenses of his mission. In the case of M. Tourte, the Federal Assembly, during its late session, voted him a salary of 18,000 francs as chargé d'affaires, but as he was originally nominated envoy extraordinary, the Federal Government are authorised to pay him an allowance of 24 francs a day during his mission in that capacity, which is only considered as temporary.

In carrying out your Lordship's instructions that I should make any observations which my experience may suggest to me on the present constitution and working of the diplomatic service of our own country, I feel some diffidence in expressing my opinion, as although

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Appendix, No. 1.

although I have eight years' experience in the diplomatic service, I have never filled its subordinate grades; but having spent a great portion of my life abroad, I can speak with perfect truth of the high position which the British diplomatic corps holds in the esteem of foreigners; and as far as my experience has enabled me to judge, the smooth and efficient working of the system does not call for any material alteration. I will, however, briefly allude to subjects which I have occasionally heard discussed, and to which I have turned my attention.

An alteration suggests itself respecting the titles of heads of missions, which at present give rise to misapprehension with those not intimately acquainted with diplomatic forms; but the change could only be effected with the concurrence of other Courts. I would suggest that the title of envoy extraordinary should only be used in the case of a special mission, the word being used in its natural sense, without conferring superior rank. Ministers divided as at present, in two classes, plenipotentiary and resident.

I think it would be fair to paid attachés of long standing, for whom there is no immediate opening for promotion, that secretaries of legation should be divided into two classes (the French have three), and that after five years' service as paid attaché, a young man should obtain the rank of secretary of legation of the 2d class, and after three years' service in that grade, that of 1st secretary of legation.

In what relates to the routine and dispatch of business, I think it would be of advantage if a code of instructions, of a similar nature to those of consuls, were issued to each mission, together with an Appendix (to be renewed every other year) embodying the circulars at the time in force relating to the current routine. To the Code of Instructions I would have appended notes setting forth on authority, rules for etiquette and forms of correspondence; also the recognized opinions of British jurists in cases likely to be required for reference in foreign missions, such as, for instance, what confers the privilege of a British subject, British descent, &c., liability to military service, law of extradition, marriages, domicile, &c., &c.

I believe that the issue of the above Code and Appendix would obviate many *quid pro quos* and difficulties abroad, and relieve the Foreign Office from much desultory correspondence, more especially in cases where, from the illness, or absence on leave, of the chief of the mission, its business is for the time in less experienced hands.

I would venture to call your Lordship's attention to a valuable suggestion made by Mr. Hammond in his evidence before the Committee on the Consular Service in 1858, Nos. 285, 286, that attachés should, by amendment of the existing Act of Parliament, be empowered to legalise documents, a mere notarial act. I can bear witness to the inconvenience which occasionally arises from the absence of this authority.

I believe that it has been often discussed whether Government should purchase permanent residences for the chiefs of missions, instead of giving an allowance for house-rent.

My opinion is, that in every case the legation office should be in a central position of convenient access to any one coming on business. But with respect to the residence, I think it should be discretionary with Her Majesty's Government whether or not they should purchase one, as the circumstances of the locality may widely differ.

In some capitals it has been found difficult for a Minister to meet with a house except at an exorbitant rent, and in such cases it might be more convenient, as well as advantageous in a pecuniary point of view, for Her Majesty's Government to purchase one. But in other cities, where no such necessity arises, I think the Minister would prefer having the choice of his residence, either in the centre or suburb near the country, larger or smaller, according to his requirements, and the scale of his private fortune.

I would say a word with respect to the "extraordinary expenses" of the legation. I think the position and prospect as to pension of the heads of missions are a sufficient guarantee to the Treasury for their being authorised to draw bills for the amount at the expiration of the quarter; subject to a sum being checked against their future salary where a charge is not considered justifiable; the same system being pursued as at present, of requesting permission from the Foreign Office for the insertion of any item which does not appear in the usual form.

At present a considerable delay frequently occurs before the extraordinaries are audited and repaid, and according to the existing system the Minister is advancing no small amount of money for the public service from his private means throughout the year, at the same time that his circumstances may compel him to borrow it with a payment of interest.

My experience in a South American mission induces me in justice to those so employed, to suggest that the expenses of the voyage and journey to the place of residence should, on a first appointment, be defrayed by the Treasury in a separate charge from the sum allowed for the outfit.

Those expenses vary according to circumstances, and the distance inland of the place to be reached. In my case they amounted to 500 *l.* before I was settled with my family in Santiago de Chile. To meet this, as well as outfit, I received 380 *l.*; and it was necessary to have every article of furniture, &c., sent from England, with the alternative of having to pay twice the amount in Chile. I found myself, on my arrival at the capital, saddled with a debt of 1,500 *l.*, which, considering that house-rent and the necessaries of life are dearer there than in England, I found great difficulty in discharging, during the five years that I held the post of chargé d'affaires in that country.

With respect to those South American missions, I hope your Lordship will not consider that I am going beyond the limits of this despatch in suggesting that there should be an attaché appointed to the principal ones.

Notwithstanding

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Notwithstanding the anarchy habitually prevailing in most of them, there is an under current of civilization and development of commerce which may at no very distant period justify the appointment to them of diplomatic agents of a higher rank. The appointment of attachés would afford training for filling those posts hereafter, as well as a means of learning fluently the Spanish language, difficult of acquirement in Europe, and which would fit them for employment at Madrid, or, indeed, from the similarity of languages, at Lisbon.

I have, &c.
(signed) *E. A. J. Harris.*

Enclosure in No. 25.

The *Swiss* Federal Council to Captain *Harris.*

Berne, le 31 Octobre 1860.

Le Conseil Fédéral a eu l'honneur de recevoir avec la note de M. l'Envoyé Extraordinaire et Ministre Plénipotentiaire de Sa Majesté Britannique du 30 courant, la copie qui y était annexée d'un extrait d'une dépêche de sa Seigneurie le Secrétaire d'Etat pour les Affaires Etrangères du Royaume Uni de la Grand Bretagne et d'Irlande.

Afin de satisfaire, autant qu'il dépend de lui, aux demandes de renseignements que formule cet extrait, le Conseil Fédéral s'empresse d'annoncer à son Excellence que la Suisse n'a pas de corps diplomatique proprement dit, mais que dans des cas particuliers elle choisit parmi ses magistrats ou d'autres personnes considérées ses représentants pour des missions momentanées.

Elle n'a de représentants permanents qu'un Envoyé Extraordinaire et Ministre Plénipotentiaire à Paris, avec une traitement annuel de 36,000 francs, somme avec laquelle il doit faire face à tous les frais de la légation; par contre, faculté lui est laissée de choisir lui-même son secrétaire: un chargé d'affaires à Vienne, qui avec un traitement annuel de 18,000 francs doit aussi faire face à tous les frais de la légation, payer consequent par aussi son secrétaire dont le choix lui est également laissé.

Pour les absences que ces deux représentants de la confédération sont dans le cas de faire de leurs résidences, ils sont obligés de demander des congés au Conseil Fédéral; en l'absence des chefs de ces deux légations (Paris et Vienne) ce sont leurs secrétaires qui soignent les affaires courantes.

Quant au corps consulaire, le Conseil Fédéral ne croit pas pouvoir mieux faire que de transmettre ci-joint à M. le Ministre de Sa Majesté Britannique un exemplaire de l'Annuaire Fédéral, où se trouve, à page 23, l'état des agents et consuls de la confédération Suisse à l'étranger; ainsi que le réglement qui les concerne, du 1 Mai 1851, lequel fournit tous les renseignements désirables sur leurs attributions, fonctions, obligations, privilèges, bénéfices, et emoluments.

Si les renseignements ci-dessus laissent encore quelque chose à désirer sur tel ou tel point, le Conseil Fédéral est prêt à les compléter dès que ces lacunes lui auront été signalés, et, en attendant, il saisit, &c.

Au nom du Conseil Fédéral,
(signé) *G. Frey-Herosee.*

Le Chancelier de la Confédération, *Schiess.*

TURKEY.

— No. 26. —

Sir *H. Bulwer* to Lord *J. Russell.*—(Received 22 February.)

My Lord, Constantinople, 9 February 1861.

In accordance with the instructions contained in your Lordship's despatch, marked Circular, of the 25th of October last, I have the honour to transmit herewith the copy of a note from his Highness Aali Pasha, which has only just reached me, stating the conditions on which persons are admitted into the diplomatic service of the Porte, and the regulations relating to that service generally.

I have, &c.
(signed) *Henry L. Bulwer.*

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Appendix, No. 1.

Enclosure in No. 26.

Aali Pasha to Sir *H. Bulwer.*

M. l'Ambassadeur, Sublime Porte, le 5 Février 1861.

En me rendant au désir exprimé par votre Excellence au nom de son Gouvernement, je m'empresse de lui communiquer les informations suivantes sur le service diplomatique du Gouvernement Impérial.

Le Gouvernement Impérial ne fait aucune distinction de classe ni de religion pour choisir le personnel du service diplomatique. Les seules conditions auxquelles on est admis dans ce service sont, la nationalité Ottomane, l'honorabilité, et la capacité. Lorsque ces trois qualités sont dûement constatée chez l'aspirant, il est admis dans l'un des bureaux de la Sublime Porte à titre de surnuméraire. En travaillant dans ces bureaux le jeune employé se forme, et le Ministre Impérial appréciant sous tous les rapports son zèle et sa capacité, il est attaché à une mission diplomatique avec le titre d'attaché ou celui de Secrétaire, selon le plus ou le moins d'aptitude dont il a fait preuve.

Les grades de service dans les missions diplomatiques sont les suivants; ambassadeur, envoyé extraordinaire et ministre plenipotentiaire, ministre résident, chargé d'affaires, conseiller, premier secrétaire, second secrétaire, attaché. La seule base adoptée pour les promotions c'est la capacité.

Les rapports des membres d'une mission avec leur chef sont basés sur l'obéissance absolue. Le chef de la mission a le droit d'exercer le contrôle le plus étendu sur la conduite de ceux qui sont placés sous ses ordres en tant qu'elle touche au caractère dont ils sont revêtus.

Les devoirs de conseiller consistent à seconder le chef de la mission dans toute l'étendue de son ressort.

La rédaction des pièces est de la compétence des secrétaires. Les attachés sont chargés de la copie, de la mise au net, et de l'enregistrement de la correspondance. Les devoirs des drogmans sont de traduire les pièces en Turc, et de faire, si le besoin l'exige et si le chef de la mission les en charge, des communications verbales de sa part aux autorités locales et aux ministres étrangers ses collègues.

Les émoluments alloués aux missions à l'étranger, sous forme d'appointements fixes annuels, sont:—

Pour les Ambassades.

	Piastres.
L'ambassadeur à titre d'appointements personnels	360,000
A titre de dépenses officielles	270,000
Le conseiller	52,800
Le premier secrétaire	39,600
Le secrétaire	21,120
L'attaché	12,320

Pour les Légations de 2me Ordre.

L'envoyé, à titre d'appointements personnels	180,000
A titre de dépenses officielles	240,000
Le premier secrétaire	39,600
L'attaché	19,800

Pour les Légations de 3me et 4me Ordre.

Le ministre resident ou le chargé d'affaires, à titre appointements personnels	120,000
A titre de dépenses officielles	60,000
Le secrétaire	26,400

En sus de ces allocations restent à la charge du trésor Impérial, à la condition d'une autorisation préalable de la part du Ministre des Affaires Etrangères, le loyer de l'hôtel de la mission, ainsi que les dépenses extraordinaires nécessitées par les bals et dîners diplomatiques, par l'achat et l'entretien du mobilier de la mission, &c. &c. Tous les frais de poste et de télégraphe, tout secours, frais de route accordés par la mission à tout sujet de l'empire dans l'indigence, restent, sans devoir être préalablement autorisés, à la charge du trésor Impérial.

Quant aux divers membres de la mission ils sont logés, nourris, éclairés, et chauffés aux frais de leur chef.

Les congés sont accordés sur une demande motivée adressée au Ministère Impérial.

Une somme définie prise sur les émoluments du titulaire est alloué à celui qui le remplace provisoirement comme chargé d'affaires.

La préséance est réglée actuellement de la manière suivante:—Pour les ambassadeurs; Londres, Paris, Vienne. Pour les envoyés; Pétersbourg, Berlin, Téhéran. Pour les chargés d'affaires; Turin, Athènes.

Pour ce qui est des rapports entre les missions diplomatiques et le Ministère des Affaires Etrangères

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Etrangères en ce qui concerne les permutations, les chefs et les membres des missions sont admis indistinctement à occuper des postes en rapport à leur grade dans les divers départements du Gouvernement Impérial. Quant aux pensions accordées aux chefs des missions en cas d'une cessation temporaire ou définition de service actif, cette pension de retraite est fixée pour les ambassadeurs à 7,500 à 10,000 piastres; pour les envoyé à 5,000 piastres; pour les ministres résidents ou chargés d'affaires, à 1,000 à 3,000 piastres.

Je vous prie, &c.
(signé) *Aali.*

UNITED STATES.

— No. 27. —

Lord *Lyons* to Lord *J. Russell.*—(Received 8 January 1861.)

My Lord, Washington, 24 December 1860.

I THINK that the enclosed memorandum, with the documents which accompany it, will furnish completely the information respecting the diplomatic service of the United States, which I was directed to procure by your Lordship's Circular Despatch of the 25th October last.

I am unexpectedly compelled to put off sending your Lordship my observations on the diplomatic service of Great Britain until next week. I trust that your Lordship will pardon the delay.

I have, &c.
(signed) *Lyons.*

Enclosure in No. 27.

MEMORANDUM respecting the Diplomatic Service of the *United States.*

[N.B. In addition to the information afforded by the United States Government, further details have been embodied in this memorandum derived from various sources, but principally from the documents enumerated in the following list:—"Personal Instructions to Diplomatic Agents;" Circular of June 1, 1853; "Instructions to Secretaries of Legation;" and "Act to regulate the Diplomatic and Consular systems of the United States."

It is necessary to observe at the outset that the diplomatic service of the United States does not constitute a profession; and consequently that on many of the points no information can be derived from it.]

Question 1. The conditions on which persons are admitted into the diplomatic service?

A. None.

Q. 2. The class of society from which they are generally selected?

A. From no particular class.

The ministers from the United States to the principal courts of Europe are generally men who have taken a prominent part in politics, or, at all events, in elections. They are often men who have been Senators of the United States, have held high office in the Federal Government, or have been Governors of their respective States. They have very commonly followed the profession of the law, in addition to their political occupations. They are appointed by the President, with the consent of the Senate. Party politics and electioneering services are supposed to be very much considered in making the selections; previous service in a diplomatic capacity, or experience of foreign countries, not at all.

Q. 3. The examination, if any, which they undergo as a test of fitness?

A. None.

No inquiry seems to be made as to whether a man appointed to a diplomatic post has a knowledge either of French or of the language of the country in which he is to reside. In fact, American diplomatists are not often acquainted with any foreign language.

Q. 4. The allowances paid on the first entrance into the service?

A. None.

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Q. 5. The gradations in the service, and the system on which promotion take place?

A. None, properly speaking. There are the two grades of ministers, plenipotentiary and resident, and a secretary to each mission filled by a minister plenipotentiary. A law has recently been passed, allowing secretaries to ministers resident, but they have never, except in one case, been appointed.

The grades in actual use appear to be:—

1. Envoy extraordinary and minister plenipotentiary.
2. Minister resident.
3. Secretary of legation.
4. Assistant secretary of legation, but this officer only allowed for the legations in London and Paris.

The appointment of attachés would seem to be prohibited by the 33rd section of the Diplomatic and Consular Act (page 31).

Appointments in all grades are generally held but for a short time; previous service does not appear to be considered a ground for reappointment, nor is service in a lower grade regarded as giving any claim for promotion to a higher.

Q. 6. The duties required of each member of the diplomatic chancery?

A. There is no diplomatic chancery.

There is, however, of course, an office (more or less regularly constituted) at each legation. At the ordinary legations there would be only one diplomatic officer in it, the secretary of legation. In London and in Paris there would be two, the secretary and the assistant secretary.

The instructions to secretaries (paragraph 2) prescribe the duties to be performed by them in the following terms:—

"It will be your duty to transcribe and despatch, as well the letters or communications of the minister to whomsoever addressed upon the affairs of the legation, and to record the same in books for that purpose, to be left in the legation, as all his despatches and communications to his own Government, and to that to which he is accredited; to make and send duplicate copies of the same when necessary or required, and to record those despatches and communications likewise in suitable books, to be carefully preserved with the archives of the legation.

"It will be your duty, moreover, habitually to attend, during the usual hours of business, at the office of the legation, as well for the purpose of executing the duties above prescribed as for that of preparing passports for American citizens occasionally requiring them, and of answering any other official applications of your fellow-citizens or others. As the seal, cypher, records, books, and archives of the legation are always supposed to be under your immediate care and superintendence, all due care and method will be expected on your part in the arrangement and preservation of them."

Q. 7. The relation in which the subordinate members stand to the chief of the legation?

Q. 8. The control that such chief can exercise over them?

A. See printed instructions to secretaries of legation (paragraph 1).

The substance of the instructions on these heads is, that the minister should be courteous to the secretary, that the secretary should fulfil with alacrity the instructions of the minister, and show him respect without servility.

Q. 9. The privileges in the way of lodging and maintenance enjoyed by the junior members of missions?

A. None.

Q. 10. The pecuniary emoluments of the chief and several members, whether arising from fixed salaries, fees, gratuity, house-rent, or allowances for keeping up the house?

A. All emolument is by salary; a small allowance, not exceeding 500 dollars (about 102 *l.* 12 *s.*), for office rent.

Q. 11. Outfits, expenses of journeys, &c.?

A. No outfit. Travelling expenses allowed under limitations of Act of 1856 (page 12, s. 8).

The limitation in the Act is as follows: No person shall be entitled to compensation, "except from the time when he shall reach his post and enter upon his official duties, to the time when he shall cease to hold such office, and for such time as he shall be actually and necessarily occupied in receiving his instructions, not to exceed 30 days, and in making the transit between the place of his residence, when appointed, and his post of duty at the commencement and termination of the period of his official service, for which he shall, in all cases, be allowed and paid, except as hereinafter mentioned."

N.B.—

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N. B.—"Compensation" is used in the Act, as it is commonly in the United States, to signify "salary."

The practice appears to be, that a diplomatic servant receives payment for the expenses of his journeys in going to his post and in finally returning from it; and that his full salary begins about 30 days before he sets out, and continues until he reaches his home, after the expiration of his mission; the time for the two journeys being of course limited.

Q. 12. The nature of the extraordinary expenditure allowed to be incurred in each mission?

A. No extraordinary expenditure allowed without special leave of the State department. *See* instructions to ministers enclosed.

However, "Expenditures incurred for postage, stationery, necessary and customary presents to the menial attendants of public functionaries, at the presentation of the diplomatic agents, and on other established occasions, will form, under the head of 'Contingencies of the Legation,' a separate charge in the accounts of ministers."

Cases for the preservation of the archives and blanks for passports are other items of charge specifically stated to be allowed; as also are three foreign newspapers to each legation.

A list of articles, not allowed to be charged for, is inserted in the instructions (page 13).

Q. 13. The system on which leave of absence is granted, and whether absence on leave entails any deduction of salary during its continuance?

A. No system of leave. Every case decided by the department on its own grounds. Deduction of salary for leave of absence regulated by Act of 1856.

The Act provides (page 19, s. 19) that no diplomatic or consular officer shall "be absent from his post or the performance of his duties for a longer period than 10 days at any one time without the permission, previously obtained, of the President, and that no compensation shall be allowed for any such absence in any case except cases of sickness."

In fact, the diplomatic servants of the United States hold their appointments, in general, for so short a period that the cases must be rare in which leave of absence can be required or wished for.

Q. 14. The allowances and obligations of persons holding charge of missions in the absence of ministers?

A. See Act of 1856. A secretary of legation becoming chargé d'affaires, *ad interim*, is entitled to a salary equal to one-half of that established for the minister at the post; but he does not while chargé d'affaires receive any part of his own salary as secretary of legation.

If a consular officer be authorised to perform diplomatic functions, in the absence of the regular diplomatic officer in the country to which he is appointed, he is entitled to receive, in addition to his consular salary, the salary allotted to the secretary of legation in the same country. (*See* Diplomatic and Consular Act, page 13, sections 10 and 11.)

Q. 15. The relation between the diplomatic and consular service?

A. No special relation, but a general subordination; ministers having a right to suspend consuls, and refer their action to the department.

The instructions to diplomatic agents lay down the following rules (page 10):—

"Consuls are always to be regarded as under the direction of the minister or chargé d'affaires of the United States in the country where they respectively reside, and, in the transaction of their official duties they can only address the Government of such country through that officer."

"Diplomatic agents will maintain such correspondence with the consuls of the United States in the countries to which they are accredited as they may deem conducive to the public interest; and, in case a vacancy should require the appointment of a person to perform, temporarily the duties of a consulate, such appointment may be made by the minister or chargé d'affaires, with the consent of the foreign Government."

By the Act of 1856, s. 12—"That no consular officer shall exercise diplomatic functions, or hold any diplomatic correspondence, or relation on the part of the United States, in, with, or to the Government of the country to which he shall be appointed, or any other country or Government, when there shall be in such country any officer of the United States authorised to perform diplomatic functions therein, nor in any case, unless expressly authorised by the President so to do."

Q. 16. The rules of precedence between the diplomatic and consular officers of every grade?

A. No special rules of precedence.

Q. 17. The interchange of persons between these services?

A. None.

Q. 18. The system and conditions on which pensions are granted, either during temporary or permanent cessation of active duty?

A. None.

No pensions are given by the United States for service either in diplomatic or any other offices.

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offices. In fact, as a general rule, official appointments are held for so short a time by the same individuals that the instances are few in which a pension could with reason be granted.

Q. 19. The relations between the diplomatic service and the foreign department as regards interchange of employment?

A. None.

— No. 28. —

Lord *Lyons* to Lord *J. Russell.*—(Received 16 January 1861.)

My Lord, Washington, 28 December 1860.

WITH my immediately preceding Despatch I had the honour to transmit to your Lordship the information respecting the diplomatic service of the United States, which was called for by your Lordship's Circular Despatch of the 25th of October. I now proceed, in obedience to your Lordship's orders, to lay before you some observations which my own experience has suggested, respecting the working and constitution of the diplomatic service of Great Britain. For the sake of convenience, I will arrange them under the heads specified in your Lordship's Despatch:—

1. The conditions on which persons are admitted into the diplomatic service; the class of society from which they are generally selected.

It requires, perhaps, practical experience of diplomacy to be fully aware of the degree to which the consideration that a diplomatist enjoys in almost all foreign countries, and, consequently, his usefulness depends upon the position which he is believed to hold in society in his own country.

If the progressive increase in the expense of living all over the world, or (as, perhaps, I should rather call it) the decrease in the value of money, be not followed in due time by a corresponding increase in the nominal value of the salaries, there will be few diplomatic appointments which a man, without private fortune, will be able to hold with comfort and respectability.

2. The examination, if any, which candidates for the diplomatic service undergo as a test of fitness.

I doubt whether any advantage would be derived from attempting to test, by examination, anything more than that the candidate for the diplomatic service possesses the acquirements absolutely necessary *sine quibus non*. For, whether or no success in a competitive or in a very severe examination, be a presumption in favour of a man's making a good public servant in an office at home, it affords, I think, a very inadequate test of his fitness for diplomacy. Neither the habits nor the intellectual qualities which ordinarily belong to a student are those most suited to diplomacy. The faculty, which is, perhaps, chiefly called into play in an examination is that of making a great exertion of memory at a given time and for a given time; in fact, the faculty of acquiring a considerable amount of knowledge with a view to the examination and of remembering it during the examination. The power of making such efforts of memory, if it continued to exist, might, no doubt, be sometimes useful to a diplomatist, but it is not a faculty which he would often have occasion to exercise. The distinctive function of a diplomatist is to carry on political business by personal intercourse with foreign statesmen. It is the impossibility of conducting the communications between nations satisfactorily by writing alone which is the primary reason for maintaining representatives abroad. Now, to a certain extent, a man's power of writing upon real business may, no doubt, be tested by examination; but an examination can be but a very imperfect criterion of a man's capacity to transact business by personal intercourse. The faculty of influencing others by conversation is the qualification peculiarly necessary to a diplomatist.

To this end, besides higher qualities, quickness of observation, readiness in reply, tact, and even good manners, are far more useful than much learning.

3. The gradations in the service and the system on which promotion takes place.

An alteration in the designations of the junior members of missions might, perhaps, be in some respects desirable. Their present designations tend to place them in a less advantageous position than men holding corresponding offices in foreign legations. The title of secretary is now given, I think, in almost all foreign services to all the junior members of missions, except unpaid attachés. Consequently, the simple title of secretary, without any additional distinction, as borne by the secretaries to Her Majesty's missions, is held to imply rather that the man who bears it is not, than that he is, the first subordinate officer of the legation. In the same manner, the second, third, and other officers of a foreign legation, who all bear the title of secretaries, are looked upon as higher in rank than the corresponding officers in British legations, who have no other title than that of attaché.

Trifling,

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Trifling, but nevertheless vexatious, questions of etiquette sometimes arise from these circumstances. I have even known cases in which the first subordinate officers of foreign legations have asserted that the unmeaning title which some of them bear, of "Counsellor of Legation," gives them precedence over Her Majesty's secretaries of legation. It might, at all events, contribute to the maintenance of discipline and harmony in the chanceries of the embassies and larger legations, if the first paid attaché, who ought to exercise considerable control over his subordinates, had the title of second secretary, or some other designation which would give him a superiority to them in official rank.

With regard to promotion, it is of very great importance, not only that it should be bestowed upon the most meritorious men, but that those who are candidates for it should be thoroughly convinced that it is by merit that they will obtain it. It is, perhaps, still more important that it should be felt that demerits are a bar to promotion.

I do not know that anything would be gained by the Secretary of State's fettering his discretion in the matter by laying down any positive rules; such, for instance, as establishing a minimum length of service in a lower grade as a qualification for promotion to a higher. It might, perhaps, however be possible and desirable to devise a plan for bringing the merits or demerits of the men in the lower grades more regularly and more accurately to the knowledge of the Secretary of State.

With a view both to the efficiency of the profession, and to the just treatment of those who devote themselves to it, I think that up to the rank of secretary of embassy inclusive, promotion should be given by regular steps, and that the cases should be very peculiar indeed in which a man should pass over a step, or receive an original appointment to any but the lowest grade.

It can hardly be doubted that experience in the profession is always, *cæteris paribus*, a grand advantage to men in the highest diplomatic posts. Even in those posts a familiar knowledge of official usages, and even of chancery routine, is a great help towards conducting the business quickly, smoothly, and efficiently. But to constitute a useful subordinate officer these qualifications are absolutely indispensable. If the Secretary of State should have freedom of choice as regards the posts of chiefs of missions, it would be, on that account, especially necessary to ensure the possession by the subordinates of professional experience.

4. The duties required of each member of the diplomatic chancery.

I should be sorry to see these duties defined by minute regulations. It would be impossible to make the specification complete or applicable to the various circumstances affecting the business of legations in different parts of the world, and to the great differences in the number of subordinates belonging to or present at each respectively. So far as the attachés are concerned scarcely anything seems required in addition to the concluding direction contained in the despatches by which their appointment is announced, that "the Minister shall employ them in the business of the legation in whatever way he may deem most beneficial for Her Majesty's service."

The question of the functions to be discharged by the secretaries of legation is not quite so simple. A secretary of legation has the great advantages towards fitting himself to take temporary charge of the mission, which are afforded by a residence in the country. Having access to the archives, he has the means of making himself fully acquainted with all the business which passes through the chancery. If he be (as he ought to be) upon friendly and confidential terms with his chief, he has opportunities of obtaining from him much more complete information on the important political business than can be acquired by a mere perusal of official papers. He has, besides, to prepare periodical reports upon commerce, finance, &c. So far his opportunities and his duties are plain enough. It is not, however, so easy to assign to the secretary of legation such a share in the actual work of the legation as shall insure his making himself acquainted with the details of it. By custom, and recently by written regulations, he appears to be exempted, at all events in the larger legations, from the trouble of managing the chancery business and from the labour of copying. Such being the case, it is difficult to find such work for him as shall render his regular attendance at the chancery, or his strict observance of office hours, important either in his own eyes or in those of his chief. For very often the interposition of an intermediate officer between the chief and the chancery would be simply a cause of delay and inconvenience.

In an ordinary legation, the chief has generally time not only to decide upon what is to be done, but to execute his decisions himself, in all that goes beyond mere chancery work. He writes the drafts of all letters himself; he transacts in person all the business which is carried on by interview. An intermediate officer would have little more to do than to carry drafts to the chancery to be copied for signature, and to bring the copies back to be signed.

5. The relations in which the subordinate members stand to the chief of the mission.

Circumstances have, I think, of late years led to a diminution of the intercourse between chiefs of missions and their subordinates. The tendency seems to be towards the chief, and the secretaries standing aloof from each other altogether, and towards the attachés being little more to the chief than mere copying clerks. This is, I think, on all accounts to be regretted. It diminishes the dignity and efficiency of the mission. It has a still more dis-

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advantageous effect upon the diplomatic education of the junior members. Mere chancery work is a very small part of the training to which a diplomatist should be subjected. The written papers which pass through a chancery record results rather than the means by which they are obtained.

The proper mode of managing diplomatic affairs can hardly be acquired but by experience, or by personal and confidential intercourse with those who actually manage them. A subordinate would of course learn much more by being occasionally employed in confidential and semi-official business than by copying despatches. It would probably be better and more convenient for a chief to trust to his official subordinates for information than to seek from others any which his subordinates had equal means of obtaining for him. It is undoubtedly most useful, as a means of education, that the subordinates should seek information for their chief, and thus not only obtain useful knowledge, but also cultivate the faculties of watchfulness and discretion. It is of no trifling advantage towards the formation of the habits and manners useful in their profession, that the subordinates should take part in doing (as it is called) the honours of the minister's official house, and in the other social duties which are material to the successful management of a mission.

The change which appears to be gradually taking place in the position and employment of the junior members of legations results, partly, perhaps, from the general change of manners, or what may be called the growing tendency towards independence; partly from the decrease in the value of the salaries, which renders the chiefs less able to be hospitable to their subordinates; partly from the chiefs having less voice than formerly in selecting them; partly from the great increase of routine business, in consequence of which the attachés, in active missions, have little time for other than chancery work.

I confess I can suggest but a very partial remedy. To avoid the inconvenience to themselves which the change has produced, such chiefs as hold important missions, and can afford it, are in the habit of employing private secretaries. I think, that by making this a regular diplomatic appointment, it might be rendered almost certain that in the embassies and larger missions one, at least, of the subordinates would be placed in the most favourable situation for obtaining a good diplomatic education. I think, too, that by such an arrangement the comfort and dignity of the chiefs would be increased, and the harmonious working of the system be promoted.

The chief of an embassy or large mission might be allowed to select from the whole body of attachés in the service, a private secretary, in the same way that a Governor General selects an aide-de-camp from the officers in the army. The selection having been approved by the Secretary of State, the individual selected would be added to the ordinary staff of the mission. It would be understood that he should discharge duties similar to those of a private secretary in a Secretary of State's office in England, and perhaps, in some degree also those of an aide-de-camp in the Government house in a great colony. As a general rule, he would live with the minister as a member of his family. He would not be liable to be taken from his special duties to work in the chancery. It might, perhaps, be well, in order to render it easy for ministers of small private means to have such an assistant, that a small salary should be attached to the office, but this does not seem to be very material. The appointment should seldom, if ever, be given as an original entry into the profession, otherwise ministers might be tempted to use it, in the way of patronage, to bring in a friend or relation, or might bestow it upon men who had not seriously embraced diplomacy as a profession. Facility having thus been given for ministers to provide themselves with men occupying a proper professional and social position, to perform the duties of a private secretary, it might be forbidden that any man not regularly in the profession should bear the title of attaché, wear the uniform, or be allowed to appear in any manner as a part of the diplomatic establishment.

The designation "private secretary" should, perhaps, be avoided, as it is generally held abroad to imply a somewhat inferior position in society.

6. The control the chief of the mission can exercise over the subordinates.

A chief in the British diplomatic service has very small means of enforcing discipline. A sense of duty and propriety, and, I may add, gentlemanlike habits and manners, appear generally to suffice to make the subordinates respectful to their chief, and to induce them to give a fair share of their time and attention to their official duties. In a gross case of insubordination, misconduct, or negligence, the chief would, I suppose, have the resource of reporting the offender to the Secretary of State. But unless such a report drew down upon the culprit some very severe mark of displeasure, its effect would be to increase rather than to diminish insubordination. His being merely removed to another post might be a reward rather than a punishment. If such were supposed to be the only probable result, a complaint to the Foreign Office would be a most ineffectual weapon in the hands of the chief so unlucky as to be stationed at a post not regarded as a pleasant residence. Probably the most effectual means of giving a more thorough control over the attachés would be to make their promotion in a greater degree dependent upon the approval or disapproval of their chiefs. Custom has, I think, rendered the control of the chiefs over the secretaries much less than would be necessary if the secretaries were more regularly employed in the daily work of the legation.

7. The privileges in the way of lodging or maintenance enjoyed by the junior members of missions.

In some foreign services the subordinates have a right to be admitted into the house of the

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the chief as members of his family, or to receive from him an allowance to provide for their own lodging and food. The design of the regulation was probably to add to the dignity of the chief; to promote friendly intercourse between him and his subordinates, and to prevent the estrangement and other inconveniences to which I have adverted above. The practical effect where the first alternative is taken appears to be exactly the reverse. The hospitality, which, when voluntary, is a great bond of union and cause of intimacy, appears, when compulsory, to be a source of repulsion, if not of discord. The system seems to lead to daily bickerings, and to disputes about trifles, degrading to both parties. It would, indeed, seldom be endurable, unless the chief selected himself the subordinates who are to be inmates of his house. Its consequences are so disagreeable, that the alternative of giving the subordinates money to provide for themselves is, I believe, generally adopted.

8. The system on which leave of absence is granted, and whether absence on leave entails any deduction of salary.

The regulations in the British service are framed entirely with a view to prevent too much leave being taken. This is no doubt the evil of most frequent occurrence, and that which it requires most vigilance to guard against. Cases do, however, occur of the contrary extreme, of diplomatists taking too little leave. A knowledge of foreign countries is by no means sufficient for a diplomatist: it is essential that he should have a competent knowledge of his own; that he should truly represent the feelings and opinions of his own Government and countrymen. But in order to do this it is absolutely necessary that he should from time to time return home, and remain there for a not inconsiderable period. It must, however, often happen, that a British minister can hardly afford to take leave of absence and incur the loss of half his salary, as, in addition to the expenses of travelling and of living in England, he is generally obliged to keep up some establishment abroad.

I am well aware, that the natural tendency is to apply for leave too often, and for too long periods; but I believe that the other side of the case needs also to be considered. A minister who has been a certain number of years abroad should, I think, be allowed to return home for a fixed time upon his whole salary, and be very strongly encouraged to do so.

A junior member of a mission, when present at his post, cannot apply for leave, except through his chief. I think this regulation should be extended to applications for extension of leave made by a junior member when already absent from his post. It is impossible that the Secretary of State can possess such minute information of the particular circumstances of each mission at any moment as to be able to judge how far the leave of an individual can be extended without inconvenience to the public service, or injustice to those who must do his work, and remain abroad until he returns to his post.

9. The relation between the diplomatic and consular service.

I sustain some inconvenience in carrying on the business of Her Majesty's legation in the United States from the want of a settled rule, or at any rate of a settled practice, with regard to the correspondence between consulates and the mission to which they are subordinate. I find in Her Majesty's consuls in this country all that I can desire of respect to my office and to myself personally, and of deference to my views and wishes. From several of them I derive very valuable information and assistance. But a general rule to be observed by all with regard to their correspondence with the legation seems to be very much wanted. For instance, some seem to think they are never called upon to write to me officially, except in a case of absolute necessity, such as one in which an application to the Federal Government is required. Some appear to write only when they distrust their own judgment, and wish to be relieved from responsibility. Some seem to think it correct to follow up a case for some time, under instructions from me, and then, in the middle of it, to apply, with or without informing me, for instructions to the Foreign Office. Some, when I write to them for a report on a particular subject, to be considered in conjunction with information from other sources, deem it proper to send their reports separately to the Foreign Office themselves. Some, I believe, address despatches in substance the same to your Lordship and to me simultaneously. Some send me copies of despatches which they write to your Lordship. Some, I suppose, write political despatches to your Lordship, which I know nothing about. Almost the only form—which so far as I know, is adopted by no one—is that contemplated by paragraph 8 of the Consular Instructions, by which the consul is directed to keep Her Majesty's minister regularly and fully informed of certain matters, "and, whenever it may appear to him essential that Her Majesty's Government should be directly informed of the subject of his communications to Her Majesty's minister to transmit copies of them to the Foreign Department."

I have not considered the paragraph in the consular instructions to be sufficiently clear to warrant my enjoining the consuls, by my own authority, to adhere to it on all occasions; for the subjects of the correspondence to which it refers are specially mentioned in it, and I have apprehended that to insist upon its being applied to all correspondence, not purely commercial or consular, might be considered an attempt on my part unduly to extend my own authority. It is true that (so far as I am aware) no other correspondence either with the Foreign Office or with the mission (except that on exclusively commercial or consular

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matters) is anywhere mentioned in the instructions. But, on the other hand, the established practice (at all events in these States) appears to be opposed to following, in any correspondence whatever, the plan laid down by the paragraph.

I am disposed to think that the objects to be aimed at in drawing up regulations relative to the correspondence of consuls with the Queen's minister in the country in which they reside should be the following:—

First. To insure the minister's being made fully acquainted with all important matters occurring in the several consular districts, and in particular with the proceedings of the consuls themselves.

It will generally be proper that much more detailed information should be sent to the minister, whose whole attention is given to the affairs of the particular country, than to the Secretary of State, whose time must be devoted in due proportion to the affairs of every foreign country with which Great Britain has any concern. It is for the minister to sift and winnow the information, to test its accuracy by reports from other quarters; to consider its relative importance from the central point of view which his position at the capital affords; and finally, to transmit it in such proportions, and in such a form, as may enable the Secretary of State to estimate the true state of things in the space of time which he can afford to give to the particular point. In short, if the consul write to the Secretary of State all that he ought to write to the minister, he will write to the Secretary of State a great deal too much. If he write to the minister only as much as he ought to write to the Secretary of State, he will write to the minister a great deal too little.

Secondly. The regulations should provide for the minister's knowing precisely what the consuls write to the Foreign Office, and knowing it, if possible, in time to comment upon it.

A minister can hardly enter fully into the spirit of the instructions he receives from the Secretary of State, if he have not an accurate knowledge of the information upon which they are founded. A Secretary of State can hardly determine what value to place on the minister's reports, unless he know whether the minister, when he wrote them, was or was not acquainted with anything in the consular despatches which may appear to have an important bearing upon the subject.

With a view to saving time and trouble at the Foreign Office, it is desirable to avoid the repetitions of the same thing, which are likely to be caused by the minister writing in ignorance of what is reported by the consuls. Nor is it a wholly insignificant matter of official convenience that the minister should be able to refer specifically to previous communications on a given subject by date and number, instead of by mere allusion to their contents.

A third point which appears worthy of consideration is, the maintenance of such a degree of subordination of the consulates to the mission as may ensure the policy of Her Majesty's Government being carried out with consistency and unity of purpose.

It is neither possible nor desirable that each consul should be made as fully acquainted with the views of Her Majesty's Government as the minister is. The consul can seldom have the means of fully estimating the effect which any particular act may have upon the general policy pursued by his Government. Unless he be effectually under the control of the minister, he may unwittingly interfere with the success of an important negotiation, of the particulars of which he cannot be informed.

Lastly. The regulations should be so framed as to shield the consul from the temptation of postponing, or leaving to be discharged by inferiors, his proper duties, while he is endeavouring to establish a reputation at the Foreign Office by writing clever political despatches.

If a consul devote himself to political correspondence with the Foreign Office, he will be apt to provide materials for it by engaging in political business, and this cannot but lead to confusion and difficulties of many kinds. A man who aims at employing himself in the management of high political concerns will be likely to despise the more humble, though very important duties which properly belong to the consular office.

The objects which I have mentioned might be carried out by enforcing the observance of the existing regulation, and requiring consuls to make their political communications to the Foreign Office copies of despatches to the minister. It would be only necessary to add a clause directing them to inform the minister whenever they sent home such copies.

The objects might also be obtained in great measure by directing the consuls to forward to the minister, immediately, copies of all despatches which they might write to the Secretary of State. This is what (being doubtful of the extent to which the other rule is held to be in force) I have requested several consuls in this country to do. A practical disadvantage which might be the consequence of adopting this plan universally, would be that the minister would be likely to receive but tardy information. The copies would seldom be sent to him until after the originals had been despatched to the Foreign Office; and a consul who was engaged frequently in political correspondence with the Secretary of State would be apt to look upon his communications with the mission as a very secondary matter. He would be little disposed to do more for the minister than to send him (probably somewhat tardily) copies of the despatches to the higher authority.

If any rule were now to be established, the exercise of great vigilance by the Foreign Office would probably be required, especially at first, in order to reprove and repress attempts to violate it.

There are, of course, some consulates, such as those in colonies at a great distance from the

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the mother-country, to which the observations which I have ventured to make can have no application.

10. The interchange of persons between the diplomatic and consular service.

I think that the more distinct the two services are kept, the more efficient each will be. My experience entirely confirms the evidence on this subject given by Mr. Under Secretary Hammond to the Committee on the Consular Service (Blue Book page 73, Questions 757 to 759; page 74, Questions 764 to 767). I think that honours and rewards should be open to consuls, but that they should be encouraged to seek them in their proper profession, and by the discharge of duties within their own proper sphere.

11. The rules of precedence between the diplomatic and consular officers.

It appears to me to be better to leave this point of precedence undetermined as it is at present. To give consuls a fixed right of precedence over the junior members of legations might often lead to inconvenience, and in some cases to questions affecting the subordination of consulates to legations; on the other hand, to place consuls by a settled rule below attachés might be mortifying to the consuls, and would in many cases be hardly consistent with a fair consideration of their relative age and length of service, or of the comparative importance of their functions. I think it better that the distinction should continue to be one of kind (so to speak) rather than of degree.

To establish a regular scale of precedence between the diplomatic and consular services might have the incidental disadvantage of establishing by analogy a fixed precedence between the diplomatic and naval and military services. This would, I think, be likely to place the members of all the services occasionally in awkward positions. In the absence of any fixed scale, the precedence appears to adjust itself with remarkable ease and convenience to circumstances. Custom and common sense have established the rule that the chief of Her Majesty's mission takes precedence of all British subjects within the country to which he is accredited, and this seems to be all that is desirable to settle.

Your Lordship will gather from the nature of the suggestions which I have ventured to submit for consideration, that I do not regard any great change in the present regulations, or any considerable addition to them, as desirable. I should be glad, however, that the existing regulations should be rendered more accessible. They are, I suppose, contained in circulars and instructions issued from the Foreign Office from time to time during the last 40 years. I doubt whether a complete collection of these circulars is to be found at any mission. They might be consolidated, or at all events such of them as are regarded as still in force, might be reprinted in a consecutive series. Any circulars issued in future to modify them or add to them, might be so arranged as to form a regular numbered series, to be kept at hand for reference, and separate from the general correspondence at the several legations.

I am, perhaps, hardly an impartial judge of the merits of a profession to which I have been devoted nearly for 21 years. I feel, however, bound to say in conclusion, that I am convinced that the diplomatic system of Great Britain, as it exists at present, works well, as compared with any standard which I can conceive of as actually existing; that, as compared with what I have seen of the diplomacy of foreign countries, it works remarkably well.

I have, &c.
(signed) *Lyons.*

WURTEMBERG AND BADEN.

— No. 29. —

Mr. *Gordon* to Lord *John Russell*.—(Received, 6 January 1861.)

My Lord, Stuttgardt, 31 December 1860.

I HAVE had the honour to receive your Lordship's Circular Despatch, dated the 25th ultimo, conveying to me your Lordship's desire to receive from me any suggestions and information which I may have to offer upon the present constitution and working, or for the improvement of Her Majesty's Diplomatic Service.

I beg leave, in compliance with the above information, to lay before your Lordship the enclosed memorandum of such alterations in the existing regulations of the service to which I have the honour to belong, as appear to me on many accounts to be expedient for the efficiency of the service, and in order that the Queen's diplomatic servants should be treated with the justice and consideration which the members of the other branches of the

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public service enjoy, and of which, in many respects, we are at present deprived, from want of necessary and well-defined rules, and from the arbitrary powers which are exercised therefore by the Secretary of State, and the fluctuations in the system which consequently regulates the service, and which may be, and often is, altered at almost each successive change of Government.

On receipt of your Lordship's Despatch likewise, in compliance with your Lordship's further instructions, I addressed to the Wurtemberg and Baden Governments, the note of which I have the honour to enclose a copy, requesting information from them respecting their diplomatic service, and with regard to the points indicated in your Lordship's Despatch.

I have received from the Baden Government the reply and enclosures now forwarded, but have considered it unnecessary to transmit the German text of the long memorandum, and its annex, of which the latter consist.

The Wurtemberg Government has as yet returned no answer to my application.

I have, &c.
(signed) *G. J. R. Gordon.*

Enclosure 1, in No. 29.

MEMORANDUM of Alterations desirable in the existing Regulations of Her Majesty's Diplomatic Service.

LORD JOHN RUSSELL'S Circular Despatch of 25 October 1860, calls for any observations which the experience of Her Majesty's diplomatic agents abroad may suggest to them in the present constitution and working of the diplomatic service of Great Britain, as also any suggestion for its improvement which may occur to them.

The whole life of the undersigned since boyhood has been spent in the Queen's diplomatic service, extending over a period of 28 years, during which, with very little exception, he has resided abroad at different stations, in the performance of the duties of the various posts to which he has had the honour to be appointed in the different ranks of unpaid attaché, paid attaché, secretary of legation, chargé d'affairs, minister plenipotentiary, and envoy extraordinary.

The subject of Lord John Russell's circular, therefore, of 25th October last, cannot be supposed to be a new one to him, and the different points referred to and recommended below, for consideration by Her Majesty's Government, have from time to time, and many of them for a very long period, pressed themselves upon his conviction as most desirable modifications of the present, in many respects, arbitrary and fluctuating system of the British diplomatic service.

The points in question, and which the undersigned now ventures, with every deference, and in obedience to Lord John Russell's invitation, to recommend very strongly to his Lordship's favourable consideration, in the event of a new system of regulations for the diplomatic service being adopted by Her Majesty's Government, divide themselves into four heads:—

I. The position and claims of attachés and their future designation.

II. With regard to salary, allowances, the Order of the Bath, and leave of absence.

III. Information to Chiefs of Missions as to foreign policy of Her Majesty's Government.

IV. With regard to amalgamation of Foreign and Consular with the Diplomatic Service.

I. The position, claims, and future designation of attachés.

1. It appears to be of undoubted advantage to the public service, and of plain justice to the junior members of the diplomatic, as of every other service, themselves (especially since the introduction of the system of competitive examinations), that there should exist no rank of the public service without its fair remuneration. The fact also is that, with the exception of that of unpaid attaché, none such does exist. Even the naval cadet, a child of 13 or 14, receives his pay in money, besides other allowances. Why, then, should the attaché be unpaid; and particularly when it is considered how uncertain their promotion always must be, and how expensive are the conditions of the life they must lead? The efficiency of the service also seems to require that attachés should have such a stake in the service as would furnish their chiefs with that authority over them which it is impossible they can now generally possess, but which their drawing public pay would certainly give to the latter.

It is recommended, therefore, that the title and office of unpaid attaché be abolished, and that these officers be in future designated third secretaries, or second secretary lieutenants.

2. The

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2. The title of paid attaché will of necessity in such case also be done away with, and these officers will be entitled second secretaries, or first secretary lieutenants. Appendix, No. 1.

3. There seems to be no good reason why attachés, when they draw a public salary, should not, like other public servants, be appointed by commission, or at least by a document equivalent to a warrant, from the Secretary of State, instead of by a mere letter or despatch to the person appointed, and another to his diplomatic chief abroad conveying the same information; nor is it easy to comprehend why the time of service necessary for constituting the right to a pension should not commence with the period when a gentleman enters the diplomatic, as well as any other public service; and if attachés were for the future appointed by commission or warrant, one of the causes alleged for the pension service-claim not dating from such appointment would of itself fall to the ground.

It is therefore recommended that all attachés be appointed by commission, or at least by warrant, and that their claims to pensions date from their entry into the service, and be fixed in accordance with a new scale for pensions, to be drawn up in consequence.

II. With regard to change of Post, Salary, Allowances, the Order of the Bath, Pensions, and Leave of Absence.

1. No change appears requisite in the present system of altering the destinations of the junior members (attachés) of the service. Formerly they used to be left for far too long a time at the same post; for instance, the undersigned remained nearly seven years as paid attaché at Rio de Janeiro. But of late years, attachés have been moved about more frequently and regularly, so as to gain experience and knowledge of the several relations and conditions of various different countries.

Secretaries of legation are still, perhaps, as a general rule, left too long at the same post. Mr. Edgcumbe, who retired on his pension only last year, was 21 years at Hanover. Mr. Barnard has been 35 years at Dresden and the smaller Thuringian Courts. But with respect to officers of this rank, whom want of opportunity, interest, or even special talent, may prevent advancing higher in their profession, it appears that more regard should be paid to their circumstances and wishes than is necessary in the case of attachés. Secretaries of legation are often married men, and to move them often, except for the distinct benefit of the service, would be both disadvantageous to it and cruel to them.

As regards ministers and envoys, the undersigned ventures to think that the rule of removing them from post to post should still be maintained as normal, but should in their case be considerably modified.

In order to obtain any influence in any country, or to attain to such a knowledge of its condition and policy, and the tendencies and feelings of its population generally, as well as of the ruling classes and government as may be of any use, it seems absolutely necessary that a man should pass some time amongst them. Social intercourse and the power of mixing with and studying the population and institutions of the country where he is accredited go very far in promoting the efficiency and influence of a diplomatic agent, and these cannot be established within a few months' time.

It appears, therefore, that ministers and envoys should, as a rule, be left longer at their posts than the junior members of the service, on strictly public grounds. But there are other reasons which render this system necessary also in simple justice to such functionaries themselves. With one or two exceptions, Her Majesty does not provide lodgings at the public expense for Her diplomatic agents. The expense, therefore, to a minister of establishing himself suitably is often very great, and is far from sufficiently covered by the allowances made at a change of post.

2. It appears to be an unnecessary hardship to the diplomatic service that those belonging to it are not able to draw their salaries, like the members of other services, on the quarter-days, but must wait three, four, or even six weeks, according to the activity of their Foreign Office agents, or of the chief clerk, before they can touch their salaries, occasioning in the case of chiefs of missions the necessity of their either taking up money at their foreign bankers at high interest, or drawing on their private resources for that interval.

It is, therefore, strongly recommended, as a change in the present system, at once manifestly quite easy, and which would give great satisfaction and benefit to the members of the diplomatic service, that they be authorised to draw for their salaries on quarter-days without the intervention of a Foreign Office agent.

The bill drawing for the salary would fully supply the place of the present certificates of residence, so far as these prove their being in life is concerned; and in case of absence from their post, it would be as easy for them as for the chief clerk to make the necessary deductions, and the latter officer would always be able to exercise the power of control.

3. The undersigned ventures under this head to direct Lord John Russell's attention to the amount of the present scale of diplomatic salaries; and whilst strongly deprecating any diminution in them, should such be in the contemplation of Her Majesty's Government, to urge the expediency of their being in some instances increased on account of the excessively augmented rate of living at all foreign capitals, and the increased luxury and necessity, therefore, for diplomatic agents at least to follow the example set in this respect by the natives of the country where they are resident.

It is believed that the scale of allowances made to diplomatists on a change of post is fixed and regulated, but it is not a public one; and it is submitted, as very expedient for

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the satisfaction of all, that this scale should be open to the knowledge of all Her Majesty's diplomatic servants.

4. It is recommended as only just, and in analogy with the rule in other branches of the public service, particularly since the great increase of correspondence of late years, that the expense of stationery for official purposes should form one of the items of office allowances, and that such sum as might be considered right should be fixed for this purpose and allowed to be charged annually in the accounts for the extraordinary expenses of each legation, according to the amount of correspondence on an average occurring there.

5. The necessity which exists at every Continental station of sending to the post for and with the letters to or from Her Majesty's legations abroad, two or three times daily, as the foreign post-offices will not undertake to send by their postmen the closed post-bag which it is necessary for a legation to have for conveying its correspondence to and from the post-office, together with the requisitions for messengers occasioned by the passport service, occupy at every legation very much of the time of one or more servants; and it appears, therefore, very reasonable, and would conduce much to the efficiency of the service, if a legation messenger were allowed to every mission, as in fact is the case in most of them. There seems to be no good ground why some missions should not possess this privilege.

It is, therefore, recommended that every chief of mission be authorised to appoint such a messenger, at such wages as may be right under the circumstances, and which should be charged quarterly in the extraordinary disbursements.

6. The Order of the Bath is now conferred by the Queen much oftener than used formerly to be the case upon Her Majesty's diplomatic servants, and it would seem to be a mistake for a Sovereign or Government not to avail themselves of the means which the natural feelings of our humanity place at their disposal with reference to honourable rewards, either for long-continued and faithful services, or for special merits on particular occasions.

7. The system of conferring pensions on Her Majesty's diplomatic servants appears to be very defective, and even unjust. The subject is a difficult one; but the undersigned desires to press it on the consideration of Her Majesty's Government. He begs leave only to express the hope that it might be found possible to make pensions absolutely claimable after certain conditions of service, and not merely conferable at the discretion of the Secretary of State.

8. The rules for granting leave of absence to the junior members of the service have lately formed the subject of precise regulation. It would appear that ministers and other chiefs of missions are treated in this respect unjustly and with hardship. According to present regulations a minister cannot leave his post for a week or fortnight, even, although called home by private business of the most vital importance to him, without having one-half of his salary daily deducted from his receipts. In this deduction the house rent allowance is not included, on the manifestly just ground that the house must continue to be paid for, and cannot be given up for a month or two. But why, then, are not the other expenses incident to a large establishment also considered to be on a similar footing, and allowed for accordingly? The servants, for instance, cannot be discharged for a few weeks, we will suppose. The horses cannot be sold, and if the minister goes home merely on business, his family may be left behind, so that all the expenses of his establishments are continued. No other public servant in the whole range of service is so hardly treated in this respect; and the undersigned begs to urge strongly on Her Majesty's Government the expediency and mere justice of permitting some alteration and alleviation in the present very oppressive regulations in this respect. The undersigned would even waive the very evident right which a minister ought, like other public servants to have, of coming home from time to time to keep up his acquaintances and friends without deduction of salary; nay, even the advantage which such visits at home must necessarily be of to the public service, by maintaining in the breasts of the Queen's representatives abroad, national and patriotic feelings and ideas; but he would earnestly plead for the claim which the chiefs of missions have, in common with others, at least to return home on business annually, if necessary, for a short period, say, perhaps, no more than a month, without any deduction from his salary. The only difficulty would be the necessary remuneration to the chargé d'affaires in the absence of his chief; but as the deduction of one-half of the salary in cases of prolonged absence exceeds generally the chargé d'affaires allowance, this would probably provide funds sufficient to cover such expenditure.

III. Information to Chiefs of Missions as to Foreign Policy of Her Majesty's Government.

The undersigned has constantly found it to be a great disadvantage in the performance of his duties, that of late years so little information has been generally considered necessary on the part of the Secretary of State to the chiefs of the smaller legations, with respect to the policy of Her Majesty's Government, or the language which it may be desirable these diplomatic agents should hold on the various questions of interest which have so frequently arisen, and must still continue to do. The opinion of Her Majesty's Government is often referred to and sought for by the sovereign to whom a British diplomatist is accredited, by the Minister of Foreign Affairs, or by one of his colleagues, regarding

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regarding events or measures of general interest abroad, and it is both embarrassing and disadvantageous to the credit and influence of Her Majesty's representatives abroad to be obliged, as is most frequently the case, to express total ignorance on such points, or to be reduced to give replies derived only from his own views or information. It is to be recollected also, that only confidence provokes confidence, and that the diplomatist who is never in the position (at the smaller courts at all events) of imparting any information of interest is very unlikely to receive any in return.

Of all the plans that may be imagined for carrying into effect such a system of information on the views and policy of Her Majesty's Government on the varying aspects of foreign affairs as is recommended above, that adopted by the French and most other foreign governments appears the best and most effective, namely, addressing circulars from time to time to Her Majesty's representatives abroad, instructing them briefly, confidentially where necessary, on the opinions of Her Majesty's Government respecting such points, and the language which, in the event of opportunity offering, the former should hold with reference thereto.

IV. With regard to the ideas for Amalgamation of the Diplomatic with the Foreign Office and Consular Services.

1. It has been proposed at various times that the Foreign Office and diplomatic services should be amalgamated, and that there should be a regular and systematized interchange of duties amongst the members of the two services.

The undersigned can see no objection to this plan being carried out in any manner that may appear feasible. It is known to be adopted in some countries, and the undersigned believes that it might become on many accounts a very useful regulation. It would have the effect of keeping up British feelings and the influence of British public opinion amongst members of the British diplomatic service, and would certainly give them much more insight than many of them can, under the present system, ever attain, into the general policy of Her Majesty's Government, as well as of foreign countries; and the Foreign Office clerks would as certainly increase their efficiency as public servants at home by the acquaintance with foreign habits, language, and policy which they would gain, and public business would be facilitated by the practical knowledge and experience which they would attain respecting the requirements and difficulties of the diplomatic service, which they are at present often inclined to judge incorrectly, if not unjustly.

The interchange contemplated would possibly be found to be only practicable between the junior members of the diplomatic service and Foreign Office clerks. But, if it should be found possible for ministers and under-secretaries of State to exchange offices from time to time, the expedient would probably result very much to the efficiency of both.

2. It has further been much talked of to amalgamate the diplomatic and consular services; and of late years instances have not been wanting of removals from one to the other service. Where the individuals are capable, there can of course be no objection to the removal of a consular agent into the diplomatic service, except in so far as this course may be considered unjust to the members of the latter. But it seems to be a great hardship, and very unjust, to remove diplomatists against their own wishes from the diplomatic to what will and must always be considered the inferior consular service. The fact is, the duties and requirements of the two services are totally distinct, and call for distinct qualities and course of study and training, and, although perhaps those required by each service are neither of them so difficult of acquisition as to render it impossible for one person to master both, it seems both unjust and bad policy in this case to look for both at the hands of the same individual, and to renounce, with apparently no sufficient reason at this age of the world, and for these duties alone, the well-proved and practical theory of the advantage, to the employer at all events, of the system of division of labour. Besides it would be quite impossible for Her Majesty's Government to equalise, in the opinions of the foreigners amongst whom such officials must live and transact business, the social position of diplomatists and consular agents; so that on the one hand a diplomatist would, by receiving a consular appointment, be unjustly degraded in the social scale; and on the other a consular agent, on whom a diplomatic appointment was conferred, would probably be looked upon suspiciously, by the society in which he would then have to move, as of inferior social position. The above is irrespective of the great difference which seems necessary between diplomatic and consular salaries, and which in itself would probably render the amalgamation of the two services impossible. It will, of course, be understood that the above remarks refer to the regular consular service only, which is properly restricted to seaport and *quasi* seaport towns; and have but little bearing upon such so-called consular posts as Milan, Warsaw, and others of this class which may probably be created, or the Eastern consulates general, or those of Hamburgh and the South American republics united with chargé d'affaireships, all of which are essentially diplomatic appointments, and may very properly continue, as they have now for some time past been, to be interchangeable with the junior ranks of the diplomatic service. Of course, diplomatists of the rank of ministers cannot with any justice be moved to posts of such inferior rank, and which are equivalent, or, at the most, just superior, to that of secretaries of legation.

Stuttgardt, 23 November, 1860.

(signed) *G. J. R. Gordon.*

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Enclosure 2, in No. 29.

Mr. *Gordon* to Dr. *Stabel.*

Stuttgardt, 5 November 1860.

THE undersigned, &c., has the honour to request his Excellency, Dr. Stabel, &c., to give the necessary directions that he may be furnished with as much information as may be considered expedient with regard to the constitution of the diplomatic service of his Royal Highness the Grand Duke of Baden.

The undersigned is induced to prefer to Dr. Stabel the above request in consequence of a circular which he has received from Lord John Russell, calling upon him for information, especially upon the points which the undersigned takes the liberty to lay before his Excellency in the inclosed memorandum.

(signed) *G. J. R. Gordon.*

Enclosure 3, in No. 29.

Dr. *Stabel* to Mr. *Gordon.*

(Translation.) Carlsruhe, 8 December 1860.

MR. GORDON, &c., has been pleased, in his valued note of the 5th ultimo, to state to the undersigned, &c., the wish of Her Britannic Majesty's Government to be informed of the regulations of the diplomatic service of the Grand Ducal Government; and, in particular, to receive replies to a number of questions which are noted in the memorandum communicated on the same occasion.

In order to comply with this wish, the undersigned has not failed to direct that a statement be prepared which answers, point by point, and in the order in which they appear, the proposed questions.

The undersigned, in doing himself the honour to transmit this statement to Mr. Gordon, permits himself to add the remark, that these regulations, as well as the circumstances they embrace, do not repose in every point upon express fixed rules, but in many respects depend on customs of the service, as such have been developed from the requirements and circumstances of the same, and which do not exclude in special cases exceptions or disallowances.

The undersigned, &c. (signed) *Stabel.*

Enclosure 4, in No. 29.

MEMORANDUM respecting the Diplomatic Service of the Grand Duchy of *Baden.*

(Translation.)

Question 1. The conditions on which persons are admitted into the Diplomatic Service?

A. The conditions for entering the diplomatic service are generally the same as those for the juridical branches of the Home Public Service. The admission takes place after previous inquiry, which embraces, at the same time, the personal relations of the candidate, by special sanction of his Royal Highness the Grand Duke.

Question 2. The class of society from which they are generally selected?

A. The nominations are not confined to any particular class of society.

Question 3. The examination, if any, which they undergo as a test of fitness?

A. As a rule, the having passed the first (theoretic) juridical State examination is required, after previous juridical study at an university; but nominations are also exceptionally made without this. In the same way the candidates are required to pass the second (practical) juridical State examination, after previous practice for several years in the service of the interior administration.

Question 4. The allowance paid to them on their first entrance into the service?

A. A payment of, at the first, 800 florins yearly is received by the candidates at first on their actual nomination as secretaries of legation. This appointment, however, is usually preceded by a service of several years, either in the Foreign Department or at a mission abroad; at first without salary, subsequently with a salary, which, in the Foreign Department, amounts to 600 florins yearly, and which is regulated abroad, according to circumstances.

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Question 5. The gradations of rank in the service, and the system on which promotion takes place?

A. The personal degrees of rank are:—Secretary of Legation, Counsellor of Legation, Privy Counsellor of Legation, Minister. Those of the independent diplomatic posts abroad are regulated by the general principles of the law of nations, according to which the chiefs of missions are entitled Chargé d'Affaires, Ministers Resident, Envoys Extraordinary, and Ministers Plenipotentiary. Besides this, at times, for the sake of increase of rank, the honorary title of Privy Counsellor (of first and second class) is conferred by special grace of his Royal Highness the Grand Duke.

Question 6. The duties required of each member of the Legation?

A. In cases where a mission consists of one officer, he must, of course, perform the whole service himself. Where secretaries of legation, or other subaltern officers, are appointed with the minister, the latter bears the direction and responsibility of the whole service; the former must discharge the duties of the chancellerie, and fulfil those commissions which may be given them by their chief.

Question 7. The relation in which the subaltern members stand to the chief of a legation?

A. As regards the service of the mission, the subaltern officers are subordinate to the minister; on the other hand, as regards their personal position, and the discipline of the service, they depend upon the Department for Foreign Affairs.

Question 8. The control that the chief has the power of exercising over them?

A. Answer under Nos. 6 and 7.

Question 9. The privileges in the way of lodging and table enjoyed by the junior members of legations, and the obligations of the chiefs in these respects?

A. The subaltern diplomatic officers have no claim to lodging and table on the minister, and he has no sort of obligation in this particular.

Question 10. The pecuniary emoluments of the chiefs, and several members of missions, whether arising from fixed salaries, fees, gratuities, house-rent, or allowances for expenses of keeping up the Legation-house, and of table?

A. The chiefs of missions draw fixed appointments. Part of this, the actual salary, represents the compensation and remuneration for their personal services, and about answers to the salary of servants of the State, at home, of equal rank and age. The other portion is a temporary official allowance, which is assigned to them in respect to the post which they occupy. As regards the latter, in accordance with the scale of salaries fixed by the Grand Ducal Estates, the chiefs of legations receive, in all, the following yearly salaries:

At Vienna	14,000	florins.
„ Berlin	14,000	„
„ Paris	10,000	„
„ Munich	6,000	„
„ Stuttgardt	4,500	„

The Grand Ducal envoys enjoy no emoluments of the nature mentioned under this number. Only the mission at Paris is authorised to add to the salaries the amount of the fees on *viséing* passports exceptionally demanded in France.

Secretaries of legation receive salaries up to 2,400 florins, partly as official salary, partly as regular pay. Attachés, in so far as they do not serve without pay, draw official salaries, fixed according to circumstances.

Question 11. The regulation for granting outfits, expenses of journeys, &c.?

A. On the scale for remuneration and expenses of outfit, special regulations exist, a copy of which is added to this reply in enclosure.

As respects the expenses for journeys on the public service allowed to Grand Ducal Diplomatic Agents, a special regulation determines this point; according to which (besides the actual cost of the journey to, and outlay for conveyance, the place of their residence, where such is necessary, as well as necessary fees to court servants, &c.), they have a claim, according to their personal rank of Minister, Privy Counsellor of Legation, Secretary of Legation, to a daily allowance of 22 florins, 16 florins, 11 florins, 8 florins, besides 2 florins, 24 kreutzers, for servants, where a servant is taken, or otherwise of 1 florin, 12 kreutzers.

Higher allowances of this sort, or round sums on this score, can only be granted in consequence of special determination. In this way, the Grand Ducal chargé d'affaires at the Court of Wurtemberg, who is likewise accredited to the Swiss Confederation, receives for his journeys on service thus rendered necessary, and for his stay at Berne, an annual amount of 1,500 florins.

In cases of change of post, the expenses of transport of furniture are specially made good when the diplomatic officer has received no outfit.

Question 12. The nature and items of the extraordinary expenditure and chancellerie expenses allowed to be incurred by each legation?

A. To meet the chancellerie expenses, a round sum is allowed to a minister, which has been

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been calculated upon the average outlay, in this particular, during several years, and respecting the expenditure, of which no special account is kept. The annual sum amounts, at present, for—

For Vienna	500	florins.
„ Berlin	400	„
„ Paris	1,100	„
„ Munich	400	„
„ Stuttgardt	300	„
„ Switzerland	200	„

Further, as regards really extraordinary expenses which are caused by quite special, not regularly recurring, causes, such are reimbursed to a minister after previous examination of the accounts which he must transmit; he may also on such occasions, and especially on undertaking any journey on public service, draw for a sum on account, which, however, does not render unnecessary the subsequent tendering and examination of the accounts. To this head belong outlays for telegraphic correspondence, expenses on special festal occasions, &c.

Question 13. The system on which leave of absence is granted, and whether absence on leave entails any deduction of salary during its continuance?

A. Leave of absence for four weeks is granted to members of the Diplomatic Service by the Minister of Foreign Affairs. Longer leave is granted to all State servants only on special grounds, and especially in case of sickness. This last regulation, however, is not always strictly adhered to, with respect to diplomatic officers. During leave of absence a diplomatist suffers, generally speaking, no reduction of salary; but in certain cases, and by special instruction, a minister is bound to give up a portion of his official salary for the remuneration of the temporary chargé d'affaires who fulfils his duties.

Question 14. The allowances and duties of persons holding charge of missions in the absence of ministers?

A. No general regulations exist regarding the allowance to subaltern officers who in the absence of the minister temporarily direct the business of the mission. These are determined according to the duration of the chargé d'affaireship, and the probable amount of the extraordinary expenses occasioned thereby, and especially for each case (about 130 to 150 florins, and over).

Question 15. The relation between the diplomatic and consular services?

A. The Grand Ducal consuls and consular agents are under the orders of the Grand Ducal Minister for Foreign Affairs; they receive their instructions from him and must make their reports to him.

Question 16. The rules of precedence between the diplomatic and consular officers of every grade?

A. But if a Grand Ducal legation exists in the State in which a consul is appointed, he must in certain cases, that is to say, in those which have reference to his position as consul of a foreign State with regard to the Government of his place of residence, first apply for counsel from the legation, and especially constantly maintain communication with it.

In places where there is a legation, it, and not the consul, has the management of all passport and legalization business.

There exist no special rules of precedence between diplomatic and consular agents, but the consul may wear an uniform of the same rank as the secretary of legation.

Question 17. The interchange of members of these two services?

A. No interchange has hitherto taken place between members of the diplomatic and consular services. Also consulships are without exception conferred on persons already established in the respective places as unremunerative and honorary offices, and consuls have not the character of actual State servants, whilst diplomatic officers devote their whole powers as such to the State.

Question 18. The system and conditions on which pensions are granted to members of the diplomatic service, either during temporary or permanent cessation of active service?

A. Diplomatic officers have the same claims to pensions as those of any other branch of the civil service.

If their appointment is declared irrevocable five years after their entry into the regular service of the State, they cannot be, except by their own wish, dismissed from the service without a pension, or moved to a post of lower rank or with less pay than the one hitherto occupied by them (compare No. 10), without special grounds, and as a special mark of disciplinary punishment. They may at any time be removed from active service; but in such case, if there be no vacancy of a post of similar rank in the home service, to which they may be appointed, their legally claimable pension is assigned to them, either temporarily and without reservation of their right to re-employment when possible, or definitively.

This pension is calculated according to the amount of their actually previously received salary (compare No. 10), in such a manner that first one-fifth part is subtracted therefrom, and from the remainder, so many hundred parts as the respective officer's years of service fail of 40 years.

Question

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Question 19. The relation between the diplomatic officers and the Foreign Department as regards interchange of duties and employment? Appendix, No. 1.

A. Diplomatic officers are under the orders of the Foreign Department. The officers of the whole departments are employed, according to the requirements of the service, interchangeably at legations abroad, or in the Foreign Office at home. Officers of other branches of the civil service are also employed in the diplomatic service without being obliged to go through all the grades of the same.

Enclosure 5, in No. 29.

Regulations respecting Allowances for Outfit, &c., in the Diplomatic Service of the Duchy of *Baden.*

(Translation.)

1. At the first appointment of a Grand Ducal envoy, minister resident, or chargé d'affaires, a sum equal to one-fourth part of his yearly salary is allowed him to provide for the expenses of establishing himself at his post.

2. On the recall of the above-mentioned diplomatic agents from their posts they must, if this occurs before the lapse of a year, refund one-half of the outfit-money and one-twelfth part of the whole allowance for every further year that they may remain at their post, so that, after occupying the same for six years, they are not bound to refund any portion thereof.

3. On their removal to another post, the full amount of the outfit-money belonging to it is allowed afresh to the new envoy, minister resident, or chargé d'affaires; and, on the other hand, he is bound to refund such portion of the outfit-money, paid on his nomination to his previous post, as may be due according to the regulations under No. 2.

4. When a diplomatic agent is promoted at the same post to a higher diplomatic rank, not, however, when he receives higher honorary rank in the home service, an additional outfit allowance is, as a rule, only granted to him if an increase of salary accompanies his promotion, and to the amount of one-fourth part of such increase, and under the above regulations for refunding; but in the event of the admission of special circumstances the rules under No. 3, on occasional removal to another post, are followed.

5. Mere grants of additional salary, without promotion to a superior rank, furnish no claim to a higher additional outfit allowance, but when the union of several diplomatic posts in one person, even without alteration of the regular place of residence, is determined on, and an addition of salary is granted on this account, whether as reimbursement for expense of journeys or in a round sum, the fourth part of the same is allowed as further outfit-money, and with all the above regulations with regard to refunding deductions from the same.

6. Secretaries of legation have no more than other subaltern diplomatic officers any claim to outfit-money, except when several diplomatic posts are united, if they are instructed to reside at a different place from that where the chief of the mission resides, in which event they are to be treated according to the above regulations fixed for independent diplomatic agents.

— No. 30. —

Mr. *Gordon* to Lord *J. Russell.*—(Received February 4.)

My Lord, Stuttgardt, 31 January 1861.

With reference to my despatch of the 31st ultimo, I am now enabled to forward to your Lordship translation of Baron Hügel's reply (received by me only on the 12th instant) to my note of the 5th November of last year to his Excellency, requesting information as to the regulations for the Wurtemberg Diplomatic Service, which was identical with my note on the same subject to the Carlsruhe Government as transmitted in the above-named despatch.

As in the case of the Carlsruhe reply previously sent, I have not thought it necessary to forward the German original of the enclosure in Baron Hügel's note.

I have, &c.
(signed) *G. J. R. Gordon.*

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Appendix, No. 1.

Enclosure 1, in No. 30.

Baron *Hügel* to Mr. *Gordon.*

(Translation.)

Stuttgardt, 9 January, 1861.

THE undersigned, &c., has had the honour to learn, from the honoured note of Mr. Gordon, &c., of the 5th November of last year, what information the Royal British Government wishes to receive relative to the existing regulations and statutes of the Wurtemberg Diplomatic Service.

In answer, the undersigned has the honour to transmit to the Royal Minister a memoir, which contains the desired information in as far as such can be given.

While the undersigned allows himself to hope that through this communication he has practically fulfilled the wishes of Her Britannic Majesty's Government he seizes, &c.

(signed) *Hügel.*

Enclosure 2, in No. 30.

MEMORANDUM respecting the Diplomatic Service of *Wurtemberg.*

(Translation.)

THERE are no particular regulations for the diplomatic service contained in the Wurtemberg statutes, since the existing laws for the regulation of civil servants in general are equally applicable to those who are employed in the diplomatic service.

These regulations, which are binding on all civil servants, are partly comprised in the record of the Wurtemberg Constitution of the 25th of September 1819; partly, and indeed principally, in the law published on the 28th of June 1821, concerning the position of the civil servants of the State; also in the so-called Service Doctrine ("Dienst Pragmatik"), printed in the Wurtemberg State Papers of 1821 (page 441); and, lastly, partly in what specially concerns the pensioning of the public servant, in the laws on this point of the 7th September 1849, (State Papers, page 531), and of 24th May, 1853, (State Papers, page 139).

These before-mentioned regulations contain practical directions for the qualifications necessary for appointment in the Royal Civil Service, for the rights and obligations of the public servant, especially both as regards his position personally and professionally, on the reasons for which the public servant can be dismissed from his post, or can demand this dismissal himself; and also on the pensions assured to such servants and to their survivors.

Since these regulations, as has been already remarked, apply equally to all public servants employed in the civil service, the questions proposed by the British Minister, by the command of his Government, find themselves therein answered.

In the next place, the conditions which are required for entrance into the diplomatic service are, for this as well as for every appointment in the Wurtemberg civil service, but two; namely, that the candidate must be entirely a Wurtemberg citizen, and, at the same time, a member of a Commune of the State, and he must further have passed a service examination with moderate success. As a last proof, those who contemplate entering the diplomatic service have, besides, to prove themselves proficient in the juridical knowledge relating to this particular branch; namely, in the statutes of the public law and the law of nations; as also in the knowledge of foreign languages (particularly of French). After the fulfilment of these conditions, every Wurtemberg citizen is otherwise qualified for appointment in the diplomatic service, and there does not particularly exist in any class of society a privileged claim for appointment in this service. On this point, the King's Government relies on its own discretion in the choice of those whom they nominate to the diplomatic service, and they have to take into careful consideration, from the nature of this service, that those appointed must possess, besides the required professional knowledge, a greater amount of general education, and the concomitant forms of good society; and their choice, as a rule, will fall upon members of that class which is peculiarly accustomed to this higher state of refinement.

Then, concerning the rank and circumstances of stipend of those at present appointed to the diplomatic service; these are either chiefs of missions, in which capacity they are accredited to foreign Courts, either as envoys extraordinary and ministers plenipotentiary, as ministers resident, or also as simple chargé d'affaires, or they belong to the assistant personnel of the Royal missions, to which they are appointed as secretaries, and also as attachés. At the same time, in this respect, diplomatic agents in their capacity of public servants, form part of the Royal department for foreign affairs, and possess, as members of this department, an unquestionable claim to their position and rank, the gradations of which are regulated by the existing order of precedence.

With the view of forwarding promotion in rank, all possible attention is paid to the length of service of diplomatic agents, as also to that of all public servants. It is, however, peculiarly necessary, from the nature of the diplomatic service, that other motives should be taken into consideration, and on this account one cannot very well describe the exact system of promotion in it.

The-

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The official position of a secretary and an attaché with regard to a chief of a mission is, in fact, that of an inferior public servant towards his superior, and no particular regulations exist in this respect for those employed in the diplomatic service.

The fixed salary of diplomatic agents properly divides itself into two component parts: one of which is represented by the salary which belongs to the respective servants of the State according to their rank, which is bestowed upon him as personal salary; the other for the most part consists of the indemnifications which are allowed to him as representative at a foreign court, and represents, in consequence, the extra pay while in performance of duty. As the amount of the personal salary, as has been remarked, regulates itself according to the rank of the diplomatic agent in the service, so, on the other hand, is the increase while on duty regulated by the diplomatic rank of the person concerned; namely, whether he is accredited as minister, minister resident, chargé d'affaires, or secretary of legation, and also by the circumstances of the place to which he is accredited. As in both respects, a great difference prevails, and the salaries also for the missions accredited to foreign courts, and for the employés appointed to them, are arranged according to no particular rule, there can be no fixed sum given to them which should count as a regular salary.

Beyond their active pay, diplomatic agents receive no further emolument (such as expenses of table); on the other hand, the supply and expenses of the chancellerie—under which head are comprised particularly the post and telegraph expenses, &c.—are in addition refunded according to the accounts furnished. Also to chiefs of missions is accorded a fixed indemnification on their first establishing themselves, according to the circumstances in each individual case; and in the event of a journey on public service, the cost thereof is granted to them according to the proportion allowed by the regulations on this point.

The latter statement applies equally to secretaries of the Royal missions. Since, moreover, the latter, according to the at present existing regulations, enjoy, in addition to their personal salary, additional indemnification while in performance of duty, they have in consequence no claim upon the chiefs of their missions for allowances on the score of lodging and table.

There exists in Wurtemberg no other system for granting leave of absence than that such, as a rule, is not refused to diplomatic agents when valid and credible reasons for it are adduced by the public servant, and the considerations of the service permit it.

During short leave of absense, according to rule, no diminution of salary will be made to diplomatic agents, while on the other hand, in the case of a long leave of absence, diminution can be made, at least in the salary for active service, by which the substitute who then becomes necessary is compensated; and in this case there exists in addition no certain rule, the sequel always arranging itself according to the special circumstances in each particular case.

Further, with regard to the obligations of the diplomatic agent, they chiefly consist in the fulfilment of the duties obligatory on all public servants, and especially in the accurate observance of the instructions which are imparted to them for the service. The tenor of these instructions adapts itself to the circumstances of the State to which the aforesaid diplomatic agents are accredited, and since the King's government, in the appointment of their missions, pays particular attention to the points which other governments have equally in view in this arrangement, a more particular reference to the tenor of these instructions would be superfluous.

In these instructions are besides contained the directions for the conduct of diplomatic agents towards the department for foreign affairs of the State to which they are accredited, which are entirely taken from the Statutes of the Common Law of Nations, and do not require a more particular notice.

Lastly, as to what concerns the Royal Wurtemberg consular agents appointed abroad. It is not necessary that these, as in the case of diplomatic agents, should be Wurtemberg citizens; still more, they can be foreigners, as indeed most of them are. In the regulation of their position and duties *quoad* those of diplomatic agents, as well as for the order of precedence between the diplomatic and the consular service, the law of nations universally holds good.

ADDITIONAL REPORT on the British and Foreign Diplomatic Services.

Sir *T. Wyse* to Lord *J. Russell*.—(Received March 30.)

My Lord, Athens, 20 March 1861.

As Mr. Elliot, while acting, during my leave of absence, as chargé d'affaires, has transmitted, in answer to your Lordship's circular of 25 October 1860, an ample Report, with the accompanying annexes, from the Greek Government, replying to your queries respecting the diplomatic service at this Court, it is unnecessary for me to enter anew upon the same topics; nor have I any particular suggestions to offer with respect to the greater number of queries which the circular proposes regarding the subordinate branches of the

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Appendix, No. 1.

diplomatic or consular service of our own Government. Many of the reforms and improvements which appeared to have been required, and which, from time to time, were incidentally submitted to the Foreign Office, have been carried into effect, and, for the most part, are now working with ease, regularity, and advantage.

But as, in conclusion, your Lordship states that you do not intend to restrict the Report to these points, but, on the contrary, wish that I should advert to any other matters which I may consider likely to be of interest (an intimation which you and Mr. Hammond personally repeated to me when in England), I make no difficulty in submitting to your Lordship some observations, which I trust may not be undeserving of your Lordship's consideration, as not only affecting the interests of the individual, but in most cases those of Her Majesty's service.

It has always been the professed desire of Her Majesty's Government that, while on one hand British ministers should remain sufficient time at their posts to make themselves acquainted with the habits and politics of the country and Court to which they are appointed, they should be encouraged from time to time to return to their own country, with the view of keeping up to the level of political knowledge of which England is the centre, and bracing themselves anew, in the atmosphere of our free institutions and existence, to that English spirit and bearing which is the best guarantee for legitimate success with other nations, and which I trust will always be the distinction of English diplomacy in every part of the world.

But this profession is not borne out by practice; on the contrary, the present regulations of the Foreign Office appear to me to operate as a serious drawback and impediment. No minister can gratify this just desire without a sacrifice of half his salary, besides incurring, especially when on distant missions, large additional expenses in travelling. It is answered, that this is reasonable, as he is no longer subject to the necessity of representation; but there are many expenses required on that ground in every mission, which are not, as a matter of course, to terminate or be suspended by a temporary absence: a household is not to be broken up at every journey without entailing considerable outlay in re-establishing it. While on one hand, therefore, some check may legitimately be imposed on too frequent absence from the duties of his post, which, I presume, was the original motive for the existing regulations, I cannot help thinking, in consistency with their own declarations, that the Foreign Office would be justified in reviewing its provisions, so as to prevent them from acting as a direct discouragement to those occasional visits to his own country, which the Foreign Office professes so much anxiety to promote.

Of a nature analogous to this prohibition (for it nearly acts as such), are the heavy charges made for occasional passages on board Her Majesty's ships of war. There are occasions, no doubt, when the Admiralty is quite right in requiring compensation, when a minister for his own gratification or convenience directs a requisition to a naval officer to take him and his suite on board; but there are others, such as passages ordered by the Government itself, or which are of obvious use to the public service, or when the minister has only taken advantage of the passage of the vessel from one station to another, which should not be placed in the same category. It is not meant, in either case, that the legitimate expenses of table-money should not be fully defrayed, but these expenses, as such, are on a much higher scale than can be at all warranted by actual circumstances. When ambassadors formerly travelled, it was usually with a large suite of secretaries, servants, &c., to say nothing of their own family, and 10 *l.* a day for table was a not unreasonable demand; but in the present day ministers are more modest, and reserve such display for their own territory: 60 *l.* or 70 *l.* for a short journey from Trieste to Messina is preposterous, but it is felt still more severely when the distances are shorter, and no more than a short passage from one part of the kingdom to another. It may be of great use to the minister, and not less to the public service, that he should, from time to time, visit portions of the country to which he is accredited. No better means to rectify mistakes or increase knowledge, especially in the East, than these inspections with his own eyes, instead of through the spectacles of others, no more efficient means of impressing the population with conciliatory feelings, or respect towards the nation he represents,—than thus approaching them personally; and in no mode can this be better effected than under his own flag. But this is rendered next to impossible by the heavy tax, relic of a former age, still imposed; a mulct and penalty for such visits, instead of being a reward and stimulant.

Arising probably from the same cause is the disproportionate arrangement of official salary. The scale as it now stands was adjusted on grounds and considerations now no longer existing. Missions of great importance formerly are now of secondary, and others, then unheard of, have risen to sudden note. I take this of Greece as an instance. Athens is no longer the village it formerly was, with village passions and influences. It has become a State, though still small, a point of great moment with reference to others; with increasing wealth and knowledge, from closer intercourse with Europe, with an university and press acting upon all races of the East, the fulcrum by which all these nationalities may be roused, or the watch-tower from which they may be observed. Such is the Athens of our days, and each of these elements is every day taking greater dimensions and importance.

In the present condition of the East no one can say what combustibles may be accumulating, or what spark, or from whence, may set them on fire. Every spot and every moment is here of consequence, while old kingdoms are every day going down, and new rival nationalities are everywhere rising around us.

It may be that other legations were in their day of equal moment, and required a not less

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less degree of vigilance and solicitude; but if it be a proper course to keep these new elements in view, corresponding changes should be made to watch and manage them. It is a judicious arrangement in all official appointments to select and keep in corresponding situations those who have most experience, and are most likely to comprehend and be awake to the situation; but it is hardly fair to the individual that he should be called on to forego, for this public service, advantages and promotion which he would otherwise be entitled to, had he not been retained to fill the post. Yet such is the actual state of the case, and not confined to this moment only, but affecting his future position not merely while employed, but even after retiring from diplomacy.

Pensions are regulated in amount, not so much by duration or nature of service, as by the rank of the mission which the minister may hold on his retirement. Now this mission may have been not only below his legitimate claims, but he may have been kept there solely in consequence of these claims, and at the express desire of the Government.

If, on one side, it is the duty of each good citizen and subject to be ready to serve his Sovereign and country wherever he can be most useful, this principle, and the readiness with which it is complied with, ought not to be taken advantage of to his detriment, or entail on him, for these superior qualifications, inferiority of rank and pecuniary loss.

I cannot think these interests contradictory or irreconcileable, and I do not see that an arrangement might not be adopted, allowing the scale to be modified by length and nature of service, as well as rank, as in the case of secretaries of legation, &c., within certain prescribed limits, at the option of the Government. This, with a re-adjustment of the rank of existing legations in reference to the new circumstances of our foreign relations, would meet the injustice complained of, and give the Government a larger command over their servants, and enable them without fear of inflicting an unmerited slur or wrong, to employ talent, experience, or zeal in the place where they may be most applicable; in a word, enable the Government to dispose of its means in a manner the most conformable to the public interest.

Finally, there are many questions connected with expenditure and salary which require consideration. Expenses have in most places increased, but in very different proportions. In this legation of Greece, for instance, owing to the immense change in its position, and of the East generally, arising out of late events and the altered mode of living, the expenses, in many particulars, have nearly doubled, nor are they likely for some time to diminish, but, on the contrary; this country not having the advantage of competition, and being obliged to look to Europe, even at the cost of high freights, for almost every article beyond the commonest necessaries.

I have, &c.
(signed) *Thos. Wyse.*

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Appendix, No. 2.

Appendix, No. 2.

CIRCULARS addressed to Her Majesty's Diplomatic Representatives Abroad, 1850-61.

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CIRCULARS addressed to Her Majesty's Diplomatic Representatives Abroad.

— No. 1. —

My Lord,
Sir,

Foreign Office, 11 December 1850.

With reference to my Circular Despatch of the 23d of March 1832, directing that a half-yearly return should be transmitted to this office of the period of residence of the gentlemen attached to Her Majesty's embassies and missions abroad, I have to acquaint you that it is now deemed expedient that such return should henceforward apply to all the members of the respective embassies and missions abroad, as well as to the attachés.

I have, therefore, to desire that a return, prepared according to the annexed form, may be sent to this office by the chief of the mission for the time being at the end of every half-year, namely, the 5th of January and the 5th of July.

You are not to understand that this arrangement is intended to interfere in any way with the instructions of 1843, which require that every person in the receipt of salary in the diplomatic service shall transmit directly to the chief clerk of this office his certificate of residence or non-residence, as the case may be, in order that the necessary steps may be taken for authorising the payment of his quarter's salary.

I am, &c.
(signed) *Palmerston.*

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Enclosure.

RETURN of the Officers belonging to Her Majesty's at ,
who have been absent on leave during the Quarter ending .

Name.	Rank.	Cause of Absence.			When Absence began.	When Absence ended.	Duration of Absence.		
		Ill-health.	Private Affairs.	Public Service.			Years.	Months.	Days.

— No. 2. —

My Lord,
Sir,

Foreign Office, 26 March 1852.

I HAVE been informed that, at some of Her Majesty's missions abroad, the head of the mission, having for his own convenience fixed his temporary residence in the country at a distance more or less great from the capital, does not keep in the capital an office to which those English or other persons who may have necessary business to transact with the mission can resort; and I think it advisable to state generally to all Her Majesty's diplomatic servants that, in the event of their establishing their residence beyond the precincts of the capital, they are bound to maintain in the capital an office which shall be regularly open every day, except Sunday, for at least three fixed and known hours between 10 o'clock in the forenoon and four o'clock in the afternoon. An attaché, or other proper person duly authorised, must be constantly in attendance at that office during those hours, for the purpose of countersigning passports and performing such other duties as British subjects abroad are entitled to expect at the hands of their minister.

And as it is necessary that, with regard to the legalization of documents of certain descriptions, the parties should appear before the chief of the mission or the secretary of legation, the office in question must be visited at certain known and appointed times by one of the persons competent to sign such documents, and a public notification should be made to that effect.

With regard to documents which require the signature of the minister himself, without the personal attendance of the party desiring such signature, the minister while living out of town must make arrangements for such documents being forwarded to him at least once in 24 hours, and free of expense to the party sending, from the British office in the capital, and he must send the papers back to the office at the latest on the day succeeding his receiving them, in such manner as shall insure the punctual reception of them, in sealed covers, by the parties interested.

I am, &c.
(signed) *Malmesbury.*

— No. 3. —

My Lord,
Sir,

Foreign Office, 19 July 1852.

IT has come to my knowledge that the junior members of Her Majesty's diplomatic service when appointed to or ordered to proceed to their posts by the Secretary of State, are in the habit of applying to the head of the mission to which they belong, to know whether their presence at the mission is required; and if the head of the mission, from any cause whatever, states that he does not require their immediate presence, they look upon such an answer from the head of the mission as exonerating them from the necessity of obeying the orders of the Secretary of State.

I think it, therefore, necessary to observe that the head of a mission is no more at liberty of his own accord, and without reference to the Secretary of State, to sanction delay on the part of the junior members of his mission in repairing to their posts, than he is to allow them to quit their posts, except under very extraordinary circumstances, without the previous sanction of the Secretary of State; and I have to state that all heads of missions, to whom such applications for permission to delay repairing to their posts may be addressed by junior members of the mission, should reply to the applicants that such permission must be obtained by the applicants directly from the Secretary of State.

I am, &c.
(signed) *Malmesbury.*

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Appendix, No. 2.

— No. 4. —

My Lord,

Sir, Foreign Office, 4 October 1855.

I HAVE to state to you that the Lords of the Treasury have called my attention to the system which has long been in force, and by which Her Majesty's diplomatic servants have been allowed to charge against the public losses by exchange on bills drawn on account of their official salaries, while they have not given credit to the public for gains on similar bills.

I could not but acquiesce in the justness of this representation; for while on the one hand, I felt that Her Majesty's servants ought not to receive less than the sum assigned to them by Her Majesty, I could not, on the other hand, maintain that they ought to receive more.

I have, therefore, to acquaint you that commencing from the 1st of January next, an account is to be kept by the head of each mission with the public, to be adjusted (as is the case now in regard to losses by exchange) in the quarterly account of extraordinary expenses of each mission.

In that account losses by exchange on bills drawn for official salaries by the minister, secretaries, paid attachés, or other members of the mission, are to be charged, as now, against the public, whilst credit is to be given to the public for any gains by exchange; and in the same manner as the minister now pays to his subordinates any losses which they may claim on account of exchange, the amount of which, together with that of his own losses, he charges against the public, so will he call upon his subordinates to pay over to him any gains which they have made by exchange; the amount of which, together with that of his own gains, he will carry to the credit of the public, and deduct from the total of his extraordinary account; the balance of which, after such deduction, being alone payable in England.

The only difficulty which appeared at first sight to exist in carrying out this arrangement was that of deciding how the par of exchange between this country and foreign countries should be fixed, in cases in which the currency of the latter may be based on a silver standard of value, and it has been determined for this purpose to adopt, in such cases, the principal applied to money transactions between Her Majesty's Government and the East India Company.

Accordingly at the close of each year an estimate will be formed under the direction of the Board of Treasury, of the value of each foreign silver coin, according to the average price of bar silver.

This estimate will be transmitted to each of Her Majesty's missions, and will be deemed to be the par of exchange, according to which the bills drawn from abroad by the diplomatic servants of the Crown, on account of their salaries, shall be calculated during the following year.

In cases in which the currency of any foreign country may be based on a gold standard, as in this country, the par of exchange will be uniform so long as the Mint regulations of the two countries remain unaltered.

The head of each mission will be required to send home with his quarterly account of extraordinary expenses a certificate from one or more of the chief bankers, at the place of his residence, testifying to the simple fact of the rates at which the bills drawn by the various members of the mission, on account of salaries, may have been negotiated in each case, and the account of profit or loss by exchange will be settled by a reference to the estimated par of exchange as approved by the Board of Treasury, and the profit, in the one case, deducted from the amount charged on account of the extraordinary expenses of the mission, and the loss, in the other, added to that account.

The effect of this arrangement will be that the diplomatic servants of the Crown will receive, in the coins of the country in which they reside, the full amount of the allowances assigned to them by the Crown, according to the average value of the coins of the country relatively to British money, and will be relieved from loss arising from accidental fluctuations in the mercantile exchanges.

I have to instruct you to make this arrangement known to Her Majesty's diplomatic servants attached to your mission, and to inform them that it will take effect after the 1st of January 1856.

I am, &c.
(signed) *Clarendon.*

— No. 5. —

My Lord,

Sir, Foreign Office, 8 November 1856.

THE attention of the public is so much directed to the general improvement of the Civil Service of the Crown, and to the necessity of acting in cases of promotion, not so much with reference to seniority of standing as to the superiority of acquirements, that I think it desirable that the chiefs of Her Majesty's missions at foreign Courts should direct the attention of the senior members of their missions to the importance, if they desire to rise

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rise in their profession, of qualifying themselves for advancement by turning to the best account the opportunities afforded them by their residence at foreign Courts.

The duties of the subordinate members of a mission are not merely those which they are called upon to perform in the chancery; but they should make it their study to become acquainted with what is passing in the capital and country in which they reside, and they should diligently observe everything calculated to throw a light, not only on the system of government pursued in the country and the character and disposition of the people, but also on the policy of that Government in its foreign relations, and the means by which foreign Governments, through their diplomatic agents accredited at the Court, seek to influence or control that policy.

I do not mean that the subordinate members of Her Majesty's missions should habitually discuss political questions, or express political opinions in society, for such a course might lead to much inconvenience; but they may with much advantage to their immediate chiefs, and with much benefit to their own education for the higher rank of their profession, be diligent observers and accurate reporters to their chiefs of what is going on around them.

I have accordingly to instruct the chiefs of Her Majesty's missions generally to impress these considerations on the junior members of their missions, and to enable them clearly to comprehend that the sphere of their duties is more extensive than many of them, as I have reason to believe, consider it to be.

I am, &c.
(signed) *Clarendon.*

— No. 6. —

My Lord,
Sir,

Foreign Office, 24 February 1857.

Her Majesty's Government being desirous to encourage the junior members of the diplomatic service to turn to account the opportunities of observation afforded to them by their employment in foreign Courts, have determined to assign a specific duty to Her Majesty's secretaries of embassy and legation, which will not only tend to their own improvement in their profession, but which may, if properly performed, be productive of great public advantage.

The duties to be thus specially assigned to the secretaries of embassy and legation are, the collection of information relating to the commercial movements in the country where they reside, and the compilation of periodical reports on the industry, trade, and general statistics of that country. The bearing which those elements of national prosperity in the one country have on its intercourse with foreign nations, and more particularly with Her Majesty's dominions, is so important that too much pains cannot be bestowed on furnishing to Her Majesty's Government the means of forming a correct opinion on the subject.

Her Majesty's consuls at the outports furnish, indeed, ample reports of matters which come under their immediate observation, yet those reports are necessarily in a great measure local in their character. But Her Majesty's diplomatic servants residing at the capitals have opportunities for arriving at a more general appreciation of the commercial progress of the several countries, and of ascertaining the grounds on which legislative interference with the course of trade is resorted to, and the effect which such interference is calculated to have, not only on local or general interests in the countries themselves, but also on the commercial relations of those conntries with foreign nations.

Her Majesty's Secretaries of embassy and legation, with a view to the same result, might occasionally, and with the sanction of their chiefs, visit the great manufacturing towns, and also, in maritime countries, the outports, and witness the course of business there; and, if necessary, suggest, from personal experience, the adoption of measures by which the trade of British subjects might obtain facilities, or be relieved from burdens and obstructions.

But while assigning this specific duty to Her Majesty's secretaries of embassy and legation, it is not intended in any way to release them from the superintendence and control of the heads of missions. They will remain, as now, wholly subordinate to their chiefs, and they will report exclusively to them. On the other hand, Her Majesty's Government expect that the heads of missions will give effect to the object which they have in view, by obtaining for their secretaries access to all sources of information, by encouraging them by their support and advice, and by pointing out to them the matters to which their attention may most usefully be directed.

Her Majesty's Government will expect to receive from the heads of missions copies of the reports made to them by their secretaries, accompanied with any additional observations which they may themselves see occasion to offer. No particular form is prescribed in which such reports should be drawn up; but it may be useful to the secretaries to have before them, in the first instance, specimens of consular reports which, in the arrangement of subjects and explanation of details, may be taken as good models for imitation.

The reports should be made at stated periods, namely, on the 1st of January and 1st of July of each year, and should be sent home by the heads of missions as soon as possible after those days.

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It is unnecessary for me to dwell on the advantages which this system, if fairly executed, will carry with it. It will benefit the secretaries by giving them habits of attentive observation; it will assist the heads of missions by affording them additional facilities for arriving at a just knowledge of the resources of the countries in which they reside; and it will place Her Majesty's Government, and the public at large, in the possession of valuable materials on which to frame commercial legislation and to regulate commercial enterprise.

I am, &c.
(signed) *Clarendon.*

— No. 7. —

My Lord,
Sir,

Foreign Office, 20 March 1857.

WITH reference to that part of my Circular Despatch of the 21st ultimo, stating that Her Majesty's secretaries of embassy and legation might occasionally visit the great manufacturing towns and outports, I have to observe that such journeys should not be undertaken without the sanction of the chief of the mission, who should also report to this office the object of the visit.

The expenses incurred on such journeys will be rendered to the head of the mission and charged in his quarterly account of extraordinary expenses; but the head of the mission will enjoin the secretary to observe the strictest economy, and will require him to furnish regular vouchers for his expenditure, to be transmitted to this office, with the account of extraordinaries.

I am, &c.
(signed) *Clarendon.*

— No 8. —

My Lord,
Sir,

Foreign Office, 28 February 1859.

I HAVE to instruct you, whenever you may have occasion to forward an application for leave of absence from any member of your mission, to mention at the same time the date of the last leave of absence granted to the applicant, and the length of time he has been residing at his post since its expiration.

I am, &c.
(signed) *Malmesbury.*

— No. 9. —

My Lord,
Sir,

Foreign Office, 20 January 1860.

MY attention has been attracted by the large and continual increase of the extraordinary expenses of Her Majesty's missions, which having in the year 1846–47 amounted to 18,457 *l.* 9 *s.* 3 *d.*, and having in the year 1848-49 been reduced to 16,846 *l.* 11 *s.* 7 *d.*, were swollen in the year 1857–58, the last year for which a return has been made to Parliament, to the large sum of 30,734 *l.* 3 *s.* 5 *d.*; and which in the year 1858-59 amounted to 36,964 *l.* 10 *s.* 3 *d.*, and for the half-year ending September 30, 1859, amounted to 19,941 *l.* 12 *s.* 10 *d.*

Now, in calling the attention of Her Majesty's diplomatic servants in general to this large increase of incidental expenditure, I do not mean to impute blame any one. I am aware that, as regards some missions, little, if any, increase may have taken place; and that, as regards others, peculiar and varying circumstances may from time to time have given rise to increased expenditure. But what I do wish to press upon Her Majesty's diplomatic servants is, the necessity of keeping the strictest watch over those items of expenditure which are allowed to be charged in their extraordinary accounts, and of endeavouring by all means to keep them within bounds.

Taking the last Parliamentary account for an instance, I observe that some of the heaviest items of expenditure are incurred on account of postage, extra couriers, journeys on public service, extra copying and translations, interpreters, attachés, and clerks, and, in some cases, servants' wages.

Now, with respect to the postage, which amounted in that year to 4,000 *l.*, the heads of missions may, I conceive, exercise a salutary check on their subordinates, by impressing on them the necessity of not allowing any letters to pass either to or from them, which are not *bonâ fide* addressed to them or written by them.

With regard to the extra couriers, under which head up to the year to which I am alluding

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alluding, the expense of telegrams was also included, I can only rely upon the heads of missions for confining expenditure on this account within the narrowest limit consistent with the actual requirements of the public service; and more specifically as regards the use of the electric telegraph, the charges for which now form a separate item in their accounts; I would press on the heads of missions not to have recourse to this very costly channel of communication, except when they have matters of real importance or interest to communicate, which it is desirable that Her Majesty's Government should be acquainted with more expeditiously than by post; and I would add, that I trust that the heads of missions take care that no telegrams on private affairs are sent by the subordinate members of their missions, and charged in the public account, without their consent being previously obtained.

With regard to journeys on the public service, I must rely on the heads of missions not to sanction them without evident necessity, and to cause the accounts of any expenditure for such journeys to be strictly examined and approved by them before the charge is inserted in the accounts.

With regard to the charges for extra copying and translations, interpreters, attachés, and clerks, I should hope that the regulations as to acquaintance with foreign languages being now required of the junior members of the missions, will shortly cause the charges for interpreters and translations altogether to disappear from the accounts; and I shall expect that every account of extraordinary expenditure in which those charges figure shall be accompanied by a special despatch from the head of the mission, stating the names of the attachés in residence, and the reason why the translations have not been made by them; and in regard to the charges for extra copying, I shall expect an explanation with each account in which they appear, showing the grounds on which those charges have been incurred.

I am aware, of course, that Her Majesty's Embassy at Constantinople does not come within the observations which I have made as regards expenditure on account of interpreters.

The only other items to which I propose specifically to allude, are those of servants' wages and porterage. These, I am aware, are charges peculiar to certain missions, and they have been sanctioned by my predecessors; but I should wish those ministers in whose accounts they are included, to consider whether the sums now expended are not susceptible of being brought within a narrower compass.

In calling the serious attention of Her Majesty's diplomatic servants to the subject of this Despatch, I wish to express my full reliance on their disposition cordially to enter into the spirit by which it is dictated; and to endeavour, as a matter of public duty, to practise the same economy in regard to expenditure on the public service as they would in regard to their own personal expenditure. The attention of Parliament is becoming yearly more alive to the large and increasing expenditure on account of the contingencies of Her Majesty's Missions; and Her Majesty's Government are bound to be prepared to show to Parliament that no effort has been wanting on their part to check improper expenditure. And that Her Majesty's Government may be enabled more effectually to do so, I have to instruct you to accompany your account of extraordinary expenses for the quarter ending the 31st of March next, with a separate Despatch explaining the grounds on which each item of expenditure has been incurred, and showing the necessity of such expenditure either being incurred at all, or incurred to the same amount.

I have further to instruct you in each succeeding quarter to send home with your account of extraordinary expenses, a comparative statement of the same expenses for the corresponding quarter of the previous year, according to the form which I inclose; and you will explain, at the same time, the grounds on which any material excess of expenditure over that of the corresponding quarter may have been incurred.

I have to add that as considerable delay is occasioned in the examination and passing of the accounts of extraordinary expenses, if the accounts are not made out in due form and properly vouched for, I have given directions that in all cases where proper vouchers are not supplied, the unsupported items shall be at once disallowed, and the sums deducted from the totals of the accounts, and their eventual payment made subject to subsequent explanation. In this case the Treasury will only be requested to repay the amount of expenses duly accounted for, leaving excepted items to stand over.

I am, &c.
(signed) *J. Russell.*

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Enclosure in No. 9.

FORM OF ACCOUNT.

Account of the Extraordinary Disbursements of Her Majesty's $\frac{\text{Embassy}}{\text{Mission}}$

at _____ for the Quarter ended $\frac{\text{March 31,}}{\text{June 30,}}$ $\frac{\text{Sept. 30,}}{\text{Dec. 31,}}$ 18____

No. of Voucher.	ITEMS.	Amount of each Item in		Amount of each Item of last Quarter as compared with the corresponding Item of the present Quarter.
		Foreign Money.	£. s. d.	£. s. d.
	Postage - - - - - - -			
	Extra Couriers - - - - -			
	Telegrams - - - - - -			
	Journeys on Public Service (*when previously sanctioned by the Secretary of State*) - - - - -			
	Any item of Special Charge (*when previously sanctioned*) - - - -			
	Any authorised permanent Salary, Pension, or Allowance - - - -			
	Add Loss / Deduct Gain by Exchange (*as the case may be*) on Bills of Exchange on England drawn during the quarter on account of Diplomatic Salaries, as per voucher annexed - - - -			
	TOTAL - - -			

Amounting, according to the annexed certificate of the current Exchange on England at this date (*the last day of the Quarter*), of _____ to the Pound Sterling, to the Sum of _____ Pounds, _____ Shillings, and _____ Pence.

(Signed)

_____

_____

18____

— No. 10. —

Lord *J. Russell* to Sir *H. Bulwer*.

Sir, Foreign Office, 20 January 1860.

WITH reference to my other Circular Despatch of this day's date, respecting the extraordinary expenses of Her Majesty's Missions abroad, I have to state to you that there is one item almost peculiar (and entirely so as regards amount) to Her Majesty's Embassy at Constantinople, to which I feel it my duty to call your Excellency's special attention.

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attention. I allude to the charge for boats and boatmen, and horse hire, which, according to the Parliamentary Return, amounted, in the year 1846–47, to 454*l.* 9*s.* 8*d.*, and continued to appear in the accounts at somewhat the same rate, on an average, up to the year 1853–54, from which year, however, the charge has been, for,—

	£.	s.	d.
1854-55 - - - - - - -	899	7	1
1855-56 - - - - - - -	949	10	9
1856-57 - - - - - - -	1,183	15	9
1857-58 - - - - - - -	1,045	14	–
1858-59 - - - - - - -	1,352	15	5

And for the June and September quarters of the current year, 803*l.* 11*s.*

This enormous increase of expenditure under one particular head necessarily calls for strict inquiry; and I must request your Excellency to report to me, in the fullest detail, how it happens that so large an expense has been incurred; and to furnish me with sufficient data to enable me to form an opinion whether there are any peculiar circumstances in the present state of things to warrant so large an outlay on this particular account.

I think it right also, while addressing your Excellency separately on the subject of extraordinary expenses, to draw your attention to the fact that, exclusive of the charge for dragomans, the expenses of the Constantinople Embassy on account of extraordinaries, which amounted in the year 1846–47 to 2,724*l.* 12*s.* 6*d.*, which sum they did not exceed, but fell much short of, on an average, up to the year 1852-53, inclusive, have, from the year 1853–54 to the year 1857-58, amounted, on an average, to above 5,000*l.* a year.

In the year 1858-59 the expenditure amounted to above 8,500*l.*, and for the two quarters ending 30th of June and 30th of September 1859 they amounted to 4,375*l.*, inclusive, in both cases, of dragomans' salaries.

Your Excellency will see at once how necessary it is for Her Majesty's Government to be enabled to give a satisfactory explanation to Parliament of this great increase of expenditure; and I cannot too earnestly recommend the matter to your immediate attention, or press upon you too strongly the necessity of endeavouring to reduce the expenditure as far as possible within the limits of former years.

I have further to press upon you the necessity of strict attention being paid to the Foreign Office regulations in regard to the items chargeable in the extraordinary accounts of the Embassy, and the manner in which they are to be supported.

I am, &c.
(signed) *J. Russell.*

— No. 11. —

(Extract.)

Foreign Office, 24 January 1860.

WITH reference to the Earl of Clarendon's Circular Instruction of the 24th February 1857, requiring that Her Majesty's Secretaries of Embassy and Legation should send in half-yearly reports on the commerce, industry, and statistics of the country in which they reside, I have to state to you that, in addition to and distinct from these reports, the Secretaries of Embassy and Legation will be expected henceforth, within 30 days from the commencement of each year (the date of your receipt of this despatch being taken to be the commencement of the year 1860 for the purposes of this instruction) to send in a concise report, accompanied by such tabular returns as they may be able to procure, of the finances, public credit, shipping, commerce, manufactures, and agriculture of the several countries in which they have resided during the past year.

It may possibly happen that the yearly returns on these subjects which foreign Governments are more or less in the habit of publishing, may not be issued at the time prescribed for these reports; but I can have little doubt that by duly taking advantage of the opportunities which, if sought for, may be obtained in every capital, and by availing themselves of the facilities which Her Majesty's Ambassadors and Ministers can doubtless obtain for them, Secretaries of Embassy and Legation will be able to comply with my instructions in this respect, which you will at once convey to the Secretary attached to your Mission, wherever he may be.

The object which was contemplated by Lord Clarendon's despatch was to give secretaries encouragement to improve themselves in general knowledge, in regard to matters with which in the course of their subsequent career they might have to deal; and opportunities of showing to Her Majesty's Government, and to the public, how far they were qualified for any duties which might be entrusted to them.

I have reason to suppose that some misapprehension prevails in regard to the obligation on the part of secretaries to furnish reports in that capacity when acting as chargé d'affaires, or when absent on leave, or only recently appointed to a post. I have, therefore, to desire that it may be understood that secretaries of legation are not exempted from the duty of reporting in consequence of being for the six months preceding the date of their report, or for any portion thereof, acting as chargé d'affaires.

2dly. That absence on leave does not exempt a secretary from making his reports at the stated times. He must obtain materials for those reports from the place at which he holds the appointment.

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3dly. That although a secretary may not be able to make his first report unless he has actually resided at the place where he holds the appointment for three months from the date of his nomination, yet, in the case of a transfer, such secretary will be expected to make his half-yearly report as from the place from which he has been transferred.

4thly. I have to observe that, for the future, the half-yearly reports must be completed by the Secretaries at the Courts of Europe, and despatched so as to arrive in the Foreign Office by the 1st of February and 1st of August in each year.

I have also to notice another misapprehension which, I believe, prevails in regard to the clause in Lord Clarendon's despatch, which authorises occasional visits to great manufacturing towns or to seaports. Such visits are not, as is supposed by some, an indispensable requisite for making a report. On the contrary, the circular distinctly contemplated that the reports should be the result of inquiries made at the capitals, where it might be supposed that all information of interest would centre; and permission to visit outlying places was merely given as affording, if required, additional means of obtaining knowledge, but certainly not with the view of superseding the knowledge which might be derived from a proper use of the general information which the capitals of countries furnish the best opportunity for acquiring.

I have to instruct you to impress upon the Secretary attached to your mission the obligation of strictly attending to the rules laid down by Lord Clarendon and in my present despatch; and that those rules may be patent and at all times present to the Secretary, I furnish you with copies of the two instructions, which are to be permanently fixed in the diary of the correspondence of the Mission; and you will send a copy of this despatch without delay to the Secretary of your Mission if he should not be at his post.

— No. 12. —

My Lord,

Sir,

Foreign Office, 10 February 1860.

My attention has been called to the want of any fixed rules in regard to leave of absence in the case of the junior salaried members of the diplomatic service.

At present the head of a mission alone is placed on half-salary during leave of absence, and I see no reason to disturb that arrangement, because during absence from his post the head of a mission is relieved from the charge of representation.

The case is different, however, as regards secretaries of embassy and legation, and paid attachés, who have hitherto been allowed to draw their full salaries while absent on leave from their post, however long they may be absent. The consequence is, that having no pecuniary interest to induce them to return to their posts, they are apt to apply for, and obtain, prolonged leave of absence, and thereby to devolve on others the duties which they are appointed themselves to perform.

I think that it is very desirable that the junior members of the diplomatic service should have regular opportunities for visiting their friends in this country, or otherwise employing themselves. But I consider that it would be advantageous to the public service, and fair to all parties, if some general rule were laid down defining the period in each year during which secretaries of embassy and legation, and paid attachés, may be absent from their post on leave obtained in the usual manner from the Secretary of State, without any deduction from their salaries; and that a further rule should be laid down that if, from any cause, secretaries and paid attachés obtain an extension of such leave, they should be placed, from the expiration of their original leave until their resumption of their duties, on half salary.

As regards the length of leave to be allowed to secretaries of embassy and legation, and paid attachés, in the course of the year, without any deduction from their salaries, I consider the length of time allowed to the clerks in the Foreign Office to be a fair basis of calculation, with such an addition as may be considered sufficient to meet the time to be spent in travelling to and from England; although it cannot be doubted that the constant and severe labour to which the clerks in the Foreign Office are subject renders it much more necessary in their case, than in that of the general diplomatic service, that they should have the opportunity of enjoying in the course of the year a liberal amount of relaxation.

Proceeding on this principle, I am prepared to lay down as a rule for the diplomatic service, that the stated period of leave of absence to which secretaries of embassy and legation, and paid attachés, are to be considered entitled in the course of each year, subject, of course, to its being limited if the public service requires it, should be two calendar months, which is the length of leave allowed to the clerks in the Foreign Office; and further, that the time to be allowed to secretaries and attachés for travelling, in addition to the stated period of two calendar months, should be calculated with general reference to the distance from England of the places of their residence, and to the facilities of travelling.

According to this principle I have decided that as regards the generality of European Courts, an interval of ten weeks should be allowed between the departure on leave from the post, and the return to the post on the completion of leave; as regards Constantinople, Athens, Petersburgh, and Stockholm, an interval of 12 weeks; as regards Washington, an interval of 14 weeks; and as regards Mexico and South America, an interval of 16 weeks.

The cases of Persia and China must be exceptional, and be dependent in each instance on special considerations.

As

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As regards European missions, with the exception of St. Petersburgh, Constantinople, Stockholm, and Athens, the secretaries and paid attachés will not be allowed to run the leave of one year into another; but as regards St. Petersburgh, Constantinople, Stockholm, and Athens, the United States, Mexico, and South America, I should have no objection to the secretaries and attachés being allowed to take their leave once in two years, if they desired it, with the understanding, of course, that before they apply for it they have been at their posts for so long a period consecutively as, with their leave, will complete two years of time. In this case, however, the additional period allowed for journeys will only be granted as for one year, and, therefore, the period of leave for two years will be, in the case of St. Petersburgh, Constantinople, Stockholm, and Athens, 20 weeks; in that of Washington, 22 weeks; and in that of Mexico and South America, 24 weeks.

Although it is not likely that as regards distant missions the secretaries and paid attachés would wish to take their annual leaves in broken periods, yet they, in common with those residing in capitals nearer England, will be at liberty to do so, provided that in the aggregate they do not exceed in any one year the stated time of leave allowed for one year. If they do exceed it the deduction from their salaries will take effect for any period of excess.

The heads of the several missions will continue as now to apply to the Secretary of State in behalf of secretaries or paid attachés who may seek to obtain leave of absence; and, in doing so, they will state whether the applicant has received any, and what portion, of his leave for the current year; for what length of time previously to the date of his application he has been at his post; and whether the demands of the public service will admit of leave being granted to him.

If, upon this, leave is granted, the head of the mission will report at once on what day the leave is taken advantage of; and he will subsequently report on what day the person to whom leave has been thus granted resumes his duty.

I have further to point out to the heads of missions that it is intended that unless inconsistent with the public service, the secretaries and paid attachés should severally be allowed their allotted period of leave in each year, or in two successive years, as explained in this despatch; and in the same manner as the period at which the Secretary of Legation may take his leave, must depend on the convenience of the Minister, so, as regards the paid attachés, when there are two in one embassy or mission, their leaves should, under the authority of the head of the mission, be so arranged as to ensure one paid attaché being always present at his post.

The chief clerk of the Foreign Office when making out the periodical salary lists will be guided by the reports of the heads of missions in regard to the secretaries and paid attachés absent on leave, and he is directed to deduct a moiety of the salary accruing to any secretary of embassy or legation, or paid attaché, for the period he may have been absent from his post on any other ground than that of public duty, over and above the several periods now specified.

The rules now laid down will take effect from the 1st of January 1860, and be applicable to any secretaries of embassy or legation, or paid attachés, who may have been on leave on that day.

Any secretaries or paid attachés who have been absent from their posts for the time thus assigned for leave of absence, will be required to set out on their return to their posts not later than the 1st of March next; failing which, they will, from that date, be placed on half salary; and those who may have not completed the assigned term will be subjected to the rule when they have done so.

I have not thought it necessary to say anything about unpaid attachés, as the public has no claim on them such as it has on secretaries and paid attachés, who are in the receipt of salaries.

I have to instruct you to communicate the contents of this despatch to the secretaries and paid attachés belonging to your mission; and you will cause a copy of it to be inserted in the register of correspondence, so that it may be always accessible to the secretaries and attachés.

I am, &c.
(signed) *J. Russell.*

— No. 13. —

My Lord,
Sir,

Foreign Office, 10 February 1860.

I HAVE to instruct you to report to me on what principle the archives of your mission are kept; whether all documents which may come into the mission are carefully registered as they come in, and preserved with a view to their being eventually bound up in volumes, and whether perfect and complete drafts of every official letter, either to the Foreign Office at home, or to the foreign or other offices of the country in which you reside, or to Her Majesty's consuls, or to private individuals, are kept and duly registered, independently of any letter-book which may be kept as part of the archives of the mission.

You will further state, in the event of a letter-book being kept, what precautions are taken to insure an exact transcript of every letter sent out of your chancery being entered into such book within not later than twenty-four hours of the time that the letter is sent off.

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I have to add, that although I would not absolutely prohibit the use of a letter-book in which letters are regularly entered, the experience of the Foreign Office shows that it is much more convenient that a separate draft of every letter should be kept in the archives, and that such drafts, perfect and complete in every sense, should be tied up in bundles of convenient size until the time arrives for binding them; and this practice should hereafter be adopted in your mission if it is not now in force, even though a letter-book is also kept.

As most of the attachés now in the service have passed a probation in the Foreign Office, there can be no difficulty in adopting in your mission the principle of keeping papers observed in the Foreign Office, which is by far the most convenient arrangement, as admitting of speedy reference to any particular paper.

I have further to instruct you to report to me whether a register is regularly kept in your mission of all public letters and documents, from whatever quarter received, and to whatever quarter sent; if not, or if the register differs from that in use in the Foreign Office, which any of the junior attachés can at once say, I have to instruct you to apply to me at once for a proper register, and as soon as you receive it, to cause it to be written up from the 1st of January of this year, and regularly kept hereafter.

In case of your so applying for a register, it would be convenient that you should state the average number of entries of each description of letter which may be received in your chancery in each year, so that the register may be arranged accordingly.

The only difference that need be observed in keeping the register of your mission as compared with that of the Foreign Office is, that whereas the number of entries in the latter requires that a new register should be used in each successive year, the same register in your mission may continue to be used until it is filled up altogether.

I have further to state to you, that except in any case where a person may be specially charged, under the sanction of the Secretary of State, with the custody of the archives, the senior attaché for the time being in each mission will be held responsible for the archives being kept in proper order; and even in the case supposed, the senior attaché will be held responsible for the correspondence being regularly registered, and for the letters and drafts being properly docketed and filled up before they are consigned to the archives.

I recommend the subject of this despatch to your particular attention.

I am, &c.
(signed) *J. Russell.*

— No. 14. —

My Lord,
Sir,

Foreign Office, 31 March 1860.

I HAVE had under my consideration the representations which have been made by certain of the junior salaried members of the diplomatic service, submitting that the privilege which, by my circular despatch of the 24th of February, is confined to certain missions of running into one the leave of absence which they are entitled to obtain in two consecutive years, may be generally extended to all Her Majesty's missions; and I have great pleasure in acceding to this request.

In this, as in similar cases, the period allowed for travelling will only be admitted as for one year, and, consequently, in the case of the missions from which the privilege of running two years' leave into one was withheld by my circular of the 24th of February, but to which it is now extended, the period of leave for two years will be 18 weeks.

I have also to state to you that, on re-consideration, I think it right to allow an additional week on account of travelling in the case of the missions at Lisbon and at Madrid; and, accordingly, in the case of those missions, the leave of absence for one year will be 11 weeks, and for two years 19 weeks.

The modifications thus made are, of course, subject to the understanding specified in my circular of February in regard to length of consecutive residence previously to any application being made for running into one the leave of two years.

You will communicate the contents of this despatch to the secretary and paid attachés belonging to your mission, and insert a copy of it in the register of correspondence.

I am, &c.,
(signed) *J. Russell.*

— No. 15. —

My Lord,
Sir,

Foreign Office, 31 March 1860.

FROM representations and excuses which I have received from several of Her Majesty's secretaries of legation in regard to their half-yearly reports, I perceive that much misapprehension prevails among them as regards the principle on which they are required to make those reports by the 1st of February and 1st of August in each year.

It is very generally alleged that they cannot make a report by the 1st of February, because the statistical information which they desire to work up into their reports is not usually

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usually forthcoming at that time. This would be a very reasonable excuse if the reports were annual instead of half-yearly; but it is not so as the case stands.

The object for which secretaries of embassy and legation are required to make periodical reports is not so much to obtain by that means the latest statistical information, but to impose upon the secretaries the duty of keeping their attention constantly alive to all matters connected with the industry, commerce, and resources of the country in which they reside, and of reporting either generally upon the whole, or specifically upon any branch of them. I will not give particular instances in which secretaries have clearly apprehended the object which Her Majesty's Government have in view, and have furnished in accordance with it most valuable and interesting reports. The secretaries who have misapprehended the object, on reference to the collection of reports periodically sent to the missions, will have no difficulty in perceiving to what I refer; and I should wish secretaries generally to understand, that without setting aside altogether detailed statistical information, which in many cases is very valuable, that to which they should particularly direct their attention is a half-yearly review of the industrial movements in the country where they reside, either general or confined to any particular branch of industry.

If the statistical tables and other public documents which they desire to append to their reports are not issued in time to be adverted to in the February Report, they may be reserved for notice in the August Report; but I cannot admit the delay in the issue of such documents to be pleaded in excuse for delay in making the reports at the specific half-yearly periods stated in my circular of the 24th of January last.

You will furnish Her Majesty's secretary of legation with a copy of this despatch.

I am, &c.,
(signed) *J. Russell.*

— No. 16. —

Lord *J. Russell* to Sir *H. Bulwer.*

(Extract.)

Foreign Office, 24 October 1860.

In order to ensure due regularity in the performance of the public business, I know no better method than to apply, as far as circumstances will admit, to Her Majesty's Embassy at Constantinople the general principle on which the business of the Foreign Office is conducted.

According to this principle, the secretary of embassy will henceforth hold, as regards the Ambassador, the same position as an Under Secretary of State holds as regards the Secretary of State; and therefore the whole public business of the embassy will pass through his hands, and, subject to the orders of the Ambassador, be carried on under his immediate superintendence. The public and official despatches and papers will, if not opened when they arrive by the Ambassador himself, reach the Ambassador through the secretary of embassy; and the directions of the Ambassador in regard to all matters of public business, except in so far as the chief or confidential dragoman is concerned, will pass through the secretary of embassy, and be executed under his superintendence and control. For obvious reasons, I make an exception as regards the chief or confidential dragoman, but that exception only extends as far as direct personal communication, which it may be most convenient for the Ambassador to have with the chief or confidential dragoman on matters of business, but is not to deprive the secretary of embassy of the right to have full cognizance of all written instructions given to the chief or confidential dragoman, or to any of the junior dragomans on public business, and of all written reports on public business made by them to the Ambassador.

In the absence of the secretary of embassy, his place will be occupied, and his duties be discharged, by the oriental secretary. But the oriental secretary will generally have special duties to perform, and, in his official character, he will hold towards the junior dragomans the same position as the secretary of embassy does towards the paid and unpaid attachés; he will be the channel of communication between them and the Ambassador, and be charged generally with their supervision and control. The oriental secretary will have cognizance of all instructions given to, and all reports made by, the chief or confidential dragoman on public business, and it will be his duty to see that the translations from documents in oriental languages are correctly made, and that the original documents, as well as the translations thereof, are duly recorded in the register and deposited in the archives.

Furthermore, the oriental secretary will, on all occasions when the services of a dragoman are required, accompany the Ambassador to his audiences with the Sultan, and to his visits to Turkish functionaries; and although I will not lay down a positive rule on the point, I think it right to state my decided opinion that the oriental secretary should be employed in the transaction of all business, of whatever kind, for which a knowledge of oriental languages is required, indifferently with the chief or confidential dragoman.

In the occasional or accidental absence from Constantinople, or from the chancery, both of the secretary of embassy and of the oriental secretary, the senior attaché in attendance will undertake their duties, though as regards those of the oriental secretary

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this rule is necessarily subject to the knowledge which the senior attaché may have of oriental languages, so that no inconvenience or delay need arise in the transaction of the public business.

As regards the general duties of attachés, the senior will, in the chancery, occupy the position which a senior clerk occupies in the Foreign Office; he will be responsible for the correct performance of the details of the chancery work; he will assign to the other attachés their respective portions of it; he will have the custody of the cyphers and decyphers; and he will be responsible for keeping the accounts of the extraordinary expenditure of the embassy, and for submitting them to the ambassador for approval and transmission to England within one month at the latest after the expiration of each quarter.

In regard to any attachés who may have a knowledge of oriental languages, the Ambassador will be careful to give them every fair opportunity of turning that knowledge to account in the transaction of public business.

I am not aware that any formal appointment has been made by any of my predecessors of a keeper of the archives of the embassy; but it appears that this duty has for many years been entrusted to Count Pisani.

As keeper of the archives, Count Pisani will hold in the embassy a position corresponding with that of the Librarian of the Foreign Office, though his duties in regard to the correspondence will commence at an earlier period. His duties will be to keep the papers, whether bound or unbound, in order, so that they may be easily accessible at any time; to see that the papers are at stated intervals bound in volumes; and to make references and memoranda for the information of the Ambassador, and for the general requirements of the chancery. These duties, if properly attended to, will occupy the time of the keeper of the archives, and will greatly facilitate the transaction of the general business of the chancery.

Although, after what I have said, little difficulty need be felt in regard to the exact position held by each member of the chancery, I think it advisable to guard against any doubt on the subject by laying down the following table of precedence, viz.:—

Secretary of Embassy.	Junior Paid Attachés.
Oriental Secretary.	Junior Dragomans.
Senior Paid Attaché.	Unpaid Attachés.
Chief or Confidential Dragoman.	Keeper of the Archives.

The foregoing regulations apply exclusively to the transaction of the public and official business of the embassy, and are not intended to interfere in any way with the discretion of the Ambassador in regard to his private correspondence. I have only to observe on this point that if the Ambassador sees occasion to employ an attaché specially as his private secretary, such attaché is not to be employed by him in the transaction of the public business of the embassy, except in accordance with the rules which I have laid down, and in entire subordination to, and under the control of, the secretaries and attachés holding a superior position to him in the chancery.

I must in the last place lay down, as a rule to be always strictly observed in the chancery, that no persons, even though holding other offices in the public service, shall be employed in the transaction of the public business of the embassy, except those who may be actually members of the embassy, or whose employment may be specifically sanctioned by the Secretary of State for a limited period.

— No. 17. —

Lord *J. Russell* to Sir *H. Bulwer*.

(Extract.)

Foreign Office, 6 December 1860.

I HAVE duly considered the observations which your Excellency has made in your despatch of the 14th of November, in reply to the instructions for the regulation of the chancery of Her Majesty's Embassy at Constantinople, conveyed to you in my despatch of the 24th of October, and more particularly that portion of your observations which are directed to obtain a revision of the regulations in so far as they affect the position of Count Pisani.

With reference to the strong opinion which you express in favour of Count Pisani, and considering the long period during which he has discharged the duties of superintendent of the chancery to the satisfaction of successive ambassadors, I will so far modify the directions given in my despatch of the 24th of October, as to leave to him the superintendence of the chancery in addition to his duty of keeper of the archives.

But, as I think it indispensable that the position of Count Pisani should be officially fixed and recognised by the Secretary of State, I formally appoint him to be Superintendent of the Chancery and Keeper of the Archives; and in the former capacity he will occupy, for the conduct of public business, the position which I assigned in my previous dispatch to the senior attaché, who will henceforth, equally with all other attachés, be subject to the control of Count Pisani, and the Count will have, as the first attaché would have had, the custody of the cyphers.

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In conformity with this arrangement, the future precedency in the chancery will be as follows, viz.: Appendix, No. 2.

1. Secretary of Embassy.
2. Oriental Secretary.
3. Chief or Confidential Dragoman.
4. Superintendent of Chancery and Keeper of Archives.
5. Paid Attachés.
6. Junior Dragomans.
7. Unpaid Attachés.

I think it right, however, to record, that although from peculiar circumstances, I have assigned to Count Pisani the special office of superintendent of the chancery, such office will not be continued when vacated by Count Pisani; and if at that time it should be found necessary to attach to the embassy a keeper of the archives, the position of that officer in the embassy will be immediately after that of the paid attachés.

I see no occasion to make any material changes in the rules laid down in my despatch of the 24th of October, but with reference to certain explanations which you have requested in regard to those regulations, I have to state to you that the respective functions of the secretary of embassy and of the first attaché (which in the case of the latter will now be discharged by the superintendent of the chancery) are defined with sufficient clearness to preclude all misapprehension, if the terms in which they are defined are attended to.

I conceive that on every account it is better that the Ambassador should, as little as possible, interfere directly with the details of the chancery; and that when he wishes to communicate with the junior members of the chancery he should do so through the secretary of embassy, or, in his absence, through the oriental secretary.

I see no occasion for making any such provision as you would seem to desire for the performance of the special duties of the oriental secretary when he is acting as secretary of embassy. In every office two-fold duties must occasionally be discharged by the same person, and as in the Foreign Office a single Under Secretary occasionally discharges the duties of both, so there is no reason why the same principle should be inapplicable between the oriental secretary and the secretary of embassy. But I think it is well to lay down as a general rule that the secretary of embassy and the oriental secretary must not be both absent from Constantinople at the same time.

As regards, however, the supervision of the junior dragomans, with which the oriental secretary is specially charged by my instruction of the 24th of October, and, in his absence, the senior attaché in attendance, if acquainted with Oriental languages, I have to state to you that if the first attaché does not understand Oriental languages, then the temporary superintendence of the junior dragomans must devolve on the chief or confidential dragoman.

As the wording of the passage in my despatch of the 24th of October respecting the attendance of the oriental secretary on the Ambassador when the services of a dragoman are required, appears to have given rise to some doubt on your part as to my intention, I think it as well to mention to you that I merely intended to intimate that whenever the services of a dragoman were required by the Ambassador at his audiences with the Sultan, or his visits to Turkish functionaries, the oriental secretary should also attend the Ambassador, not to the exclusion of the dragoman, but together with the dragoman.

Lastly, as regards the point of the position of a private secretary, the only rule that I can lay down is, that a private secretary, as such, ought not to be employed in carrying on the public business of the embassy; but if he should be an attaché, should take his turn of duty with other attachés, and should then be under the supervision and control of the secretary of embassy and superintendent of the chancery respectively.

— No. 18. —

My Lord,

Sir, Foreign Office, 6 November 1860.

I HAVE reason to apprehend that some misconception has prevailed in the minds of Her Majesty's Ambassadors and Ministers as to the nature of the relations between them and their secretaries and attachés, and that they have consequently, in many cases, overlooked the fact that the secretaries and attachés are public servants appointed by the Secretary of State to perform specific public duties.

It is to be borne in mind that one of the objects for which secretaries and attachés are appointed to embassies and missions is, that they may be trained up in the junior branches of the diplomatic service, and thereby become qualified for filling afterwards higher and more important situations; but this training they cannot receive unless they are employed, according to their several commissions, in the general business of the embassy or mission.

It follows, that the chiefs of missions should not defeat the above-mentioned purpose by entrusting, at their own discretion, and with reference to their own personal convenience, the management and execution of the public business of the chanceries to persons out of the regular order. Each member of an embassy or mission, whether secretary, attaché, or

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Appendix, No. 2.

keeper of the archives, should hold in the chancery the position to which he is entitled by office or seniority, and to which he is named by the Secretary of State; and in no case should a junior be arbitarily preferred to a senior, nor an attaché to a secretary, nor a keeper of the archives to an attaché.

A disregard of these principles not only tends to defeat the objects for which the diplomatic service is constituted, but is, moreover, among the junior members of that service, a fruitful source of jealousy and disunion.

On these grounds I have thought it expedient, with Her Majesty's approbation, to lay down certain fixed rules for the regulation of Her Majesty's embassies and legations, in which the nature and amount of the business to be transacted renders an adherence to fixed rules peculiarly important; and I am convinced that if those rules are strictly attended to, the general interests of Her Majesty's diplomatic service, both present and prospective, will be greatly advanced, and the convenience and comforts of the chiefs and subordinate members of the service will be essentially promoted.

The principle on which the rules which I now proceed to lay down are founded, is to apply, as far as possible, to Her Majesty's diplomatic service abroad the system on which the business of the Foreign Office is carried on at home.

In the Foreign Office the Under Secretaries of State, the senior, and assistant, and junior clerks have their respective duties to perform, and they do perform them without clashing or interfering with each other.

In like manner Her Majesty's secretaries of embassy or legation, the senior and junior paid attachés, and the unpaid attachés have, in Her Majesty's embassies and legations, their regular and appointed positions and duties; and it is only necessary to bear this analogy in mind, and to carry it out in practice, in order to ensure the efficient and harmonious working of Her Majesty's diplomatic service abroad.

The manner in which this principle is to be applied will readily occur to such of Her Majesty's Ambassadors and Ministers as are conversant with the working of the system in the Foreign Office; but I consider it desirable to explain its application in detail.

Accordingly, the secretary of embassy or legation must be deemed to hold, as regards the chief of the mission, the same position which an Under Secretary of State holds as regards the Secretary of State, and therefore the whole public business of the embassy or mission should pass through his hands, and, subject to the orders of the chief, should be carried on under his immediate superintendence.

The public and official despatches and papers will, if not opened by the Ambassador or Minister himself upon their arrival, reach him through the secretary of embassy or legation; and the directions of the chief in regard to all matters of public business will pass through the secretary, and be executed under his superintendence and control. The principle on which this regulation is founded scarcely needs an explanation, for it is obvious that the public interests require that the secretary, who may at any moment, in consequence of the absence of the chief, be called upon to conduct the public business on his own responsibility, should be kept fully informed as to the course of those matters with which he may have to deal.

In the occasional or accidental absence of the secretary from the residence of the mission, or from the chancery, the senior attaché in attendance will undertake his duties, so that no inconvenience or delay need arise in the transaction of the public business.

As regards the general duties of attachés, the senior will, in the chancery, occupy the position which a senior clerk occupies in the Foreign Office. He will be responsible for the correct performance of the details of the chancery work; he will assign to the other attachés their respective portions of it; he will have the general custody of the cyphers and decyphers; and he will be responsible for keeping the accounts of the extraordinary expenditure, and for submitting them to the chief of the embassy or mission for approval and transmission to England, as soon as possible after the expiration of each quarter. Moreover, as stated in my circular despatch of the 10th of February last, the senior attaché for the time being will, if no other person has, with the sanction of the Secretary of State, been appointed for that special duty, have the custody of the archives. He will be held responsible for their being kept in proper order; for the correspondence being regularly registered; and for the letters and drafts being properly docketed and filled up before they are consigned to the archives.

The position and duties of the keeper of archives in those embassies or missions to which such an officer is attached, will correspond with those of the librarian of the Foreign Office, though his duties, in regard to the correspondence, will commence at an earlier period than that of that officer. Those duties will be to keep the papers, whether bound or unbound, in good order, so that they may be at any time easily accessible; to see that the papers are at stated intervals bound in volumes; and to make references and memoranda for the information of the ambassador or minister, and for the general requirements of the chancery.

The order of precedence among the junior members of Her Majesty's diplomatic service will thus be:—

Secretary of Embassy or Legation;
Paid Attachés;
Unpaid Attachés;
Keeper of Archives;
And Translator, where a Translator is appointed with the sanction of the Secretary of State.

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The foregoing regulations apply exclusively to the transaction of public and official business, and are not intended in any way to interfere with the discretion of the ambassador or minister as to the arrangements he may make in regard to his private correspondence. I have only to observe on this point, that if the ambassador or minister sees occasion to employ one of the attachés as his private secretary, the manner in which such attaché should be employed in the transaction of the public business of the embassy or mission, is not to be affected thereby, but is to continue to be governed by the rules which I have laid down, and must remain in entire subordination to, and under the control of, the secretary of embassy or legation, and of the attachés holding a superior position to him in the chancery.

The secretary of embassy or legation, the first attaché, and the keeper of the archives, should be under no restriction as to the hours at which the chancery shall be open to them, even if any such restriction is habitually placed on other members of the mission; and they should each have keys of the presses or boxes in which the archives and public papers are kept.

No person must be employed in the transaction of the public business, except those who may be actually members of the embassy or legation, or whose employment may be specifically sanctioned for a limited period by the Secretary of State.

I have no doubt that a strict adherence to the rules I have thus laid down will tend to the regular dispatch of public business, and to the maintenance of harmony among the different members of Her Majesty's diplomatic service, while it will also be advantageous to the chiefs of missions. It is not my intention by these regulations to prescribe to those chiefs any obligation of consulting or of being guided by the opinion of any of the subordinate members of their mission. On those chiefs rests the responsibility of the decisions they may come to, and of any course they may determine to pursue, and with them, therefore, must also rest the free choice of the means for arriving at their decisions.

My object in the present communication is, to provide that those persons who are appointed by the Secretary of State to definite situations and ranks in Her Majesty's embassies and missions shall be employed in the transaction of the public business of such embassies and missions in accordance with the purposes for which their appointments have been created.

I am, &c.
(signed) *J. Russell.*

— No. 19. —

(To the Heads of smaller Missions.)

Sir, Foreign Office, 6 November 1860.

I HAVE not thought it necessary to address directly to you the circular despatch of which I inclose a copy,* and which I have addressed to certain of Her Majesty's missions abroad, inasmuch as the business of your mission is not of that extent as to require strict attention to the specific rules laid down in the circular for the regulation of diplomatic chanceries in certain missions.

* No. 18.

I think it, however, right to put you in possession of a copy of the circular, in order that you may understand the principles according to which, when occasion requires, I wish the business of Her Majesty's missions to be carried on, and that you may act generally on these principles, as far as the circumstances and requirements of your mission admit of your so doing.

I am, &c.
(signed) *J. Russell.*

— No. 20. —

Lord *J. Russell* to Earl *Cowley.*

My Lord, Foreign Office, 14 November 1860.

I HAVE to state to your Excellency, in reply to your despatch of yesterday, that since it appears that the position of the registrar and librarian at Paris was fixed by the Earl of Clarendon's Despatch of the 13th of January 1855, as between the paid and unpaid attachés, I have no wish to disturb that arrangement; and that, consequently, in that respect, the precedence among the members of the embassy, laid down in my circular despatch of the 6th instant, is modified.

I am, &c.
(signed) *J. Russell.*

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Appendix, No. 2.

— No. 21. —

Lord *J. Russell* to Earl *Cowley.**

My Lord, Foreign Office, 19 February 1861.

I HAVE to acquaint you that, with a view to relieve Her Majesty's Ambassador at Paris to a certain extent, from the inconvenience to which he is now subjected in advancing money for the extraordinary expenses of the embassy, I have arranged with the Lords Commissioners of Her Majesty's Treasury that Her Majesty's Ambassador may, on the last day of every month in each quarter, draw on the Paymaster General for the following sums, on account of the extraordinary expenses of the embassy, viz., on the last day of the first month, for 300 *l.*; on the last day of the second month, for 300 *l.*; and on the last day of the third month, for 400 *l.*

The bills should be drawn at 30 days' sight, and should bear on the face of them that they are drawn "on account of the extraordinary expenses of Her Majesty's embassy," and advice of them must be given to the Paymaster General, and also to this office.

Your Excellency may draw your first bill, under this instruction, on the 28th instant, being that for the second month.

You will add to the usual account of the extraordinary expenses of the embassy a statement showing the bills drawn by you in the quarter, according to the form herewith transmitted to you; and the amount of those bills will be set against the total charge for extraordinaries during the quarter, and the balance which may remain due to you be issued to you or to your assigns, as at present, on the final settlement of the account.

If the sums drawn by you under this instruction should exceed the amount of the extraordinaries for the quarter, the balance will be charged against you in the next account.

I am, &c.
(signed) *J. Russell.*

— No. 22. —

My Lord,

Sir, Foreign Office, 14 March 1861.

WITH a view to secure a record in this office of the degree of attention paid by the junior members of the diplomatic service to the acquisition of a knowledge of the language of the countries in which they reside, I consider it desirable that in all cases where, according to the rules of the service, translations of documents in foreign languages must be forwarded to the office, together with the originals of such documents, the names of the gentlemen by whom such translations may have been made shall be appended to them; and I have, accordingly, to instruct you to cause this practice to be observed in your chancery.

I have also to instruct you to see that each of the junior members of your mission, who may be competent to do so, takes his proper share of the duty of making translations to be forwarded to the Foreign Office.

I have further to state to you, that although in some cases where the language of the country is not so generally an object of study as French and German, an officer is borne on the establishment of a mission with the specific designation of "Translator," that arrangement is not to be construed as relieving the junior members of the mission from the obligation of studying the language of the country in which they reside; but, on the contrary, after a certain period of residence, to be estimated in proportion to the difficulty of the language to be mastered so far as may be required for the purposes of translations, each junior member of the mission will be expected to take a proper share of the business of making translations of papers to be forwarded to the Foreign Office.

I am, &c.
(signed) *J. Russell.*

— No. 23. —

REGULATIONS for the Examination of Paid Attachés, before the Civil Service Commissioners, as approved by Lord *J. Russell*, August 1859.

ALL persons promoted from unpaid to paid attachéships, before they are confirmed in their new office, will be required, if in England at the time of their promotion, or within one

* And also, *mutatis mutandis*, to Her Majesty's embassies and missions at St. Petersburgh, Vienna, Berlin, Madrid, Lisbon, Turin, Washington, Rio de Janeiro, and Mexico.

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one month after their arrival in England, to submit themselves for examination by the Commissioners, in order to ascertain:—

1st. That they can speak and write the languages of the several countries in which they have resided since their first appointment as unpaid attachés; but in this examination the length of time during which candidates may have resided in the several countries, and also the comparative difficulty of acquiring the languages of such countries, will be taken into account. Candidates who have previously resided only in France or in the United States, will be required to satisfy the examiners of their proficiency in one other language besides French.

2d. Candidates, on being examined on promotion, will be required to draw up a report on the general commercial and political relations of the several countries in which they may have resided; on the internal polity, and the administration and social institutions of such countries, and on the character of their people. These reports, however. must not refer to current political affairs, and they must be sent, in the first instance, to the Foreign Office, from which they will be forwarded to the Commissioners.

3d. Candidates, on being examined on promotion, will further be required to satisfy the Commissioners that they possess such a knowledge of international law as can be acquired from "Wheaton's Elements of International Law," and "Wheaton's History of International Law."

— No. 24. —

REGULATIONS for the Examination of Unpaid Attachés, before the Civil Service Commissioners, as approved by Lord *J. Russell*, August 1859.

THE examination will be directed to ascertain:—

1st. That they can write a good bold hand, with distinctly formed letters.

2d. That they can write English and French quickly and correctly from dictation.

3d. That they understand French well; that they can make an accurate and good translation of any French paper into English, and of any English paper into French; and that they can speak French with tolerable ease and correctness.

4th. That they can make an accurate and good translation into English of a paper written either in German, Latin, Spanish, or Italian; the choice of the language being left to the candidates.

5th. That they have a general knowledge of geography.

6th. That they can make a clear and correct précis or abstract, in the form of a narrative, of any collection of papers placed in their hands.

7th. That they have a general knowledge of modern history since the year 1789, and especially of the history of the country to which they are about to proceed, as regards its internal constitution and its relation to other powers. For the convenience of candidates it has been settled that as regards modern history generally, they will be examined in so much of "Heeren's Historical Manual of the Political System of Europe and its Colonies" as treats of history from the year 1789, and also in the fourth volume of "Russell's Modern Europe" (last edition); and as regards any particular country to which they may be about to proceed, they will be examined in so much of "M'Culloch's Geographical Dictionary" as relates to that country.

Persons nominated as unpaid attachés to any of Her Majesty's missions are to understand that they are not necessarily to proceed to the particular post mentioned in their letter of nomination; but, after they have passed their examination, and worked for a certain time at the Foreign Office, in order that they may become acquainted with the forms of business as carried on there, they will be sent to any post to which the Secretary of State may think it most convenient for the public service to send them.

Moreover, the nomination of all persons as unpaid attachés will be cancelled, unless they present themselves at the Foreign Office, ready for their examination, within a month from the date of their nomination.

Limit of age for candidates:—18 to 25, both years inclusive.

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CIRCULARS addressed to HER MAJESTY'S DIPLOMATIC REPRESENTATIVES ABROAD, dated the 6th and 30th of May 1861.—(In continuation of those previously submitted to the Committee.)

— No. 25. —

My Lord,
Sir,

Foreign Office, 6 May 1861.

I ENCLOSE herewith, for your information, and to be deposited in the archives of your mission, copies of a circular despatch which I have addressed to Her Majesty's consuls, explanatory of the relation in which Her Majesty's consular servants stand towards Her Majesty's missions in the country where they reside, and of their duties towards Her Majesty's diplomatic representatives.

I am, &c.
(signed) *J. Russell.*

Enclosure in No. 25.

CIRCULAR addressed to Her Majesty's Consuls.

Sir,

Foreign Office, 2 May 1861.

As I have reason to suppose that some misapprehension prevails in regard to the relation in which Her Majesty's consular servants stand towards Her Majesty's missions in the country where they reside, I think it necessary to call the attention of all consular officers to the general principle on that point which is to be deduced from the 8th section of the General Consular Instructions; and further, to point out to them that the consular service is in all matters strictly subordinate to the diplomatic service, and that the diplomatic representative of Her Majesty is, subject to the authority of the Secretary of State, invested with full authority and control over all Her Majesty's consular servants in the country in which he and they reside.

It follows, from this, that it is the duty of Her Majesty's consuls to keep Her Majesty's representative under whose control they are placed, fully informed on all matters, political as well as commercial, which may come under their observation; and they should accordingly furnish him, simultaneously with the dispatch of the originals, with copies of all despatches, except merely formal returns, which they may address to this office.

If, however, any such despatches relate to matters of a confidential character, and may not, therefore, be properly confided to the ordinary post, the consuls will defer sending copies of them to Her Majesty's diplomatic representative until such time as they shall have a safe opportunity for doing so.

In like manner, it is the duty of Her Majesty's consuls at once to execute any instructions which they may receive from Her Majesty's diplomatic representatives, if such instructions are not inconsistent with, or at variance with, any special instructions they may have received from this office; but if in consequence of any such inconsistency or variance, and giving due consideration to the peculiar circumstances of each case, Her Majesty's consuls should feel doubts as to the propriety of carrying out the instructions of Her Majesty's diplomatic representative, they will lay before him their doubts, and the grounds thereof; and if, notwithstanding, Her Majesty's representative should repeat his instructions, the consular officer must obey them.

Her Majesty's consuls will further understand, that in any doubtful cases they are to refer to Her Majesty's representative for advice and directions how to act, and they will be guided by such advice and directions, unless instructions from this office of a more recent date should prescribe a different course.

I am, &c.
(signed) *J. Russell.*

— No. 26. —

My Lord,
Sir,

Foreign Office, 30 May 1861.

I HAVE reason to suppose that some misapprehension prevails in regard to the place and precedence, with reference to the other members of Her Majesty's embassies or missions, of naval and military officers who, for special purposes, may be attached to such embassies or missions.

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This misapprehension would seem to have its origin in the fact that such officers receive, in addition to their naval or military rank, the diplomatic designation of attaché, from which circumstance it would seem to be inferred that their place and precedence, as regards the other members of the mission, are to be regulated by the latter, and not by the former.

Such a view of the matter is altogether erroneous. The diplomatic character of attaché is conferred upon such officers with no other object than that of ensuring to them in foreign countries such privileges, immunities, and respect, as by the usages of nations are conceded to members of the diplomatic body; but it is not to be supposed for an instant that naval or military officers who are selected to be attached to Her Majesty's embassies or missions for special purposes, on account of their approved ability and high rank in their respective professions, should, in consequence of a designation given to them for peculiar and obvious reasons, be placed in a position of social inferiority as regards the junior members of Her Majesty's diplomatic service, who have yet to prove their qualifications and to achieve their advancement.

In order to put an end to any further question on this subject, I think it expedient to lay down authoritatively the following rules:—

1. The representative for the time being of Her Majesty's Government at all foreign courts, whether Ambassador, Minister, or Chargé d'Affaires, has necessarily place and precedence over all persons in Her Majesty's service at such courts.

2. Naval and military officers holding naval or military rank above that of post captain in the navy, or colonel in the army, who may be attached to Her Majesty's embassies or missions for special purposes, shall have place and precedence next in succession to the head of the mission for the time being, whatever his designation may be.

3. Naval or military officers holding naval or military rank as post captain in the navy, or colonel in the army, or naval or military rank of a lower order, who may be attached to Her Majesty's embassies or missions for special purposes, shall have place and precedence next in succession to the secretary of embassy or of legation.

According to the foregoing rules, a secretary of embassy or of legation, acting as chargé d'affaires during the absence of Her Majesty's ambassador or minister, would, while so acting, have place and precedence over the naval or military officers, whatever might be the rank of the latter; but on the return of the ambassador or minister, and the consequent cessation of the functions of the chargé d'affaires, the naval or military officer, if holding naval or military rank above that of post captain in the navy, or colonel in the army, would resume his place and precedence above the secretary of embassy or legation.

I am, &c.
(signed) *J. Russell.*

Appendix, No. 3.

PAPERS delivered in by *Edmund Hammond*, Esq., 18 April 1861.

FORMS OF DIPLOMATIC COMMISSIONS, &c.

FORM of Full Power for carrying on Negotiations, and signing a Treaty with a Foreign Power.

VICTORIA R.

VICTORIA, by the Grace of God, Queen of the United Kingdom of Great Britain and Ireland, Defender of the Faith, &c. &c. &c. To all and singular to whom these presents shall come, greeting!

Whereas, for the better treating of and arranging certain matters which are now in discussion, or which may come into discussion between Us and

We have judged it expedient to invest a fit person with full power to conduct the said discussion on our part: know ye, therefore, that We, reposing especial trust and confidence in the wisdom, loyalty, diligence and circumspection of

[Name and Titles]

have named, made, constituted and appointed, as We do by these presents name, make, constitute and appoint him our undoubted Commissioner, Procurator and Plenipotentiary: giving to him all manner of power and authority to treat, adjust, and conclude with such minister or ministers as may be vested with similar power and authority on the part of any treaties, conventions, or agreements that may tend to the attainment of the above-mentioned end, and to sign for Us and in our name, everything so agreed upon and concluded, and to do and transact all such other matters as may appertain to the finishing of the aforesaid work, in as ample manner and form, and with

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Appendix, No. 3.

with equal force and efficacy as We ourselves could do if personally present, engaging and promising upon Our Royal word, that whatever things shall be so transacted and concluded by Our said Commissioner, Procurator and Plenipotentiary, shall be agreed to, acknowledged and accepted by Us in the fullest manner, and that We will never suffer, either in the whole or in part, any person whatsoever to infringe the same or act contrary thereto as far as it lies in Our power.

In witness whereof, We have caused the Great Seal of Our United Kingdom of Great Britain and Ireland to be affixed to these presents, which We have signed with Our Royal Hand.

Given at Our Court at , the day of in the year of Our Lord One thousand eight hundred and , and in the year of Our reign.

FORM of a Credential Letter addressed to a Sovereign.

Sir, My Brother,

BEING desirous to maintain without interruption the relations of friendship and good understanding which happily subsist between the two Crowns, I have made choice of

[Name and Titles]

to reside at the Court of Your *Imperial* Majesty in the character of my *Ambassador Extraordinary* and *Plenipotentiary*. The long experience which I have had of talents and zeal for My service assures me that the selection which I have made will be perfectly agreeable to your *Imperial* Majesty, and that he will discharge the important duties of his *Embassy* in such a manner as to prove himself worthy of this new mark of My confidence, and to merit Your *Imperial* Majesty's approbation and esteem. I therefore request that you will give entire credence to all that shall communicate to you in My name, more especially when he shall assure Your *Imperial* Majesty of My invariable esteem and regard, and shall renew to you the expression of those sentiments of sincere attachment and highest consideration with which I am,

Sir, My Brother,
Your *Imperial* Majesty's good Sister,
Victoria R.

[Place.]

[Date.]

To My good Brother the *Emperor* of [.]

FORM of a Credential Letter addressed to a Queen Consort.

Madam, My Sister,

HAVING made choice of

[Name and Titles]

to reside at the Court of the *Emperor* your *Imperial* Majesty's august Consort, in the character of My *Ambassador Extraordinary and Plenipotentiary*, I have charged him to deliver this Letter to your *Imperial* Majesty, and to convey to you the assurances of My most sincere friendship and regard. I flatter Myself that your *Imperial* Majesty will receive him favourably, and that you will give entire credence to all that he shall have occasion to say to you in My Name, particularly when he shall express the sentiments of invariable attachment and esteem, with which I am,

Madam, My Sister,
Your *Imperial* Majesty's Good Sister,
Victoria R.

[Place.]

[Date.]

To My Good Sister the *Empress* of [.]

FORM of a Credential Letter addressed to the President of a Republic.

VICTORIA, by the Grace of God, Queen of the United Kingdom of Great Britain and Ireland, Defender of the Faith, &c. &c. &c. to The President of the sendeth greeting! Our good friend! Having nothing more at heart than to cultivate and improve the relations of friendship and good understanding which happily subsist between the two countries, We have made choice of Our *right* trusty and *well* beloved

[Name and Titles]

in whose fidelity, prudence, and other good qualities We have the fullest confidence, to reside with You in the character of Our Envoy Extraordinary and Minister Plenipotentiary.

We

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We trust that the selection of for this important post will be agreeable to You; and We entertain no doubt that he will merit Your approbation and good will, by a strict observance of the instructions he has received from Us, to manifest to You Our constant friendship, and Our sincere desire to preserve and advance on all occasions the interests and happiness of both nations. We, therefore, request that You will grant a favourable reception to in the character of Our Envoy Extraordinary and Minister Plenipotentiary, and that You will give entire credence to all that he may represent to you in Our name, especially when, in obedience to Our orders, he shall assure you of Our esteem and regard, and of Our hearty wishes for the welfare and prosperity of the . And so We recommend You to the protection of the Almighty. Given at Our Court, at , the day of , in the year of our Lord One thousand eight hundred and , and in the year of our reign.

Your good Friend,
Victoria R.

(Countersigned.)
[ ]

Superscribed,
To the President of the

FORM of Commission for a Secretary of Embassy or Legation.

Draft.

[Name.]

Commission, as Secretary to Her Majesty's $\frac{\text{Embassy}}{\text{Legation}}$ at

(The large Signet.) VICTORIA R.

VICTORIA, by the Grace of God, Queen of the United Kingdom of Great Britain and Ireland, Defender of the Faith, &c., &c., &c., To all and singular to whom these presents shall come, greeting, Whereas it appears to Us expedient to nominate some person of approved industry, fidelity, and knowledge, to perform the functions of secretary to our $\frac{\text{Embassy}}{\text{Legation}}$ to Know ye therefore, that We have constituted and appointed, as We do by these presents constitute and appoint, Our trusty and well beloved [Name] to be secretary to that $\frac{\text{Embassy}}{\text{Legation}}$; giving and granting to him, in that character, all power and authority to do and execute all necessary writings, memorials, and instruments, as also to assist Our *Ambassador Extraordinary and Plenipotentiary* to in all things which may belong to the duties of secretary to the aforesaid $\frac{\text{Embassy}}{\text{Legation}}$. And We therefore request and *his* ministers, and all those whom it may concern, to receive and acknowledge Our said trusty and well beloved as secretary to Our said $\frac{\text{Embassy}}{\text{Legation}}$, and freely to communicate with him upon all and singular the things that may appertain to the affairs of the said $\frac{\text{Embassy}}{\text{Legation}}$.

Given at Our Court at the day of in the year of our Lord One thousand eight hundred and and in the year of Our reign.

By Her Majesty's Command.
(Countersigned)
by the Secretary of State.

FORM of Letter appointing an Attaché.

Foreign Office.

I HAVE to inform that the Queen has been pleased to signify Her commands that should be officially attached to Her Majesty's at will accordingly consider as forming part of your Diplomatic Establishment, and you will employ him in the business of the in whatever way you may deem most beneficial for Her Majesty's service.

I am,
Your most obedient,
humble Servant,

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Appendix, No. 3.

FORM of a Letter of Recall addressed to a Sovereign.

Sir, my Brother,

HAVING* occasion elsewhere for the services of

[Name and Titles]

who has for some time resided at Your *Imperial* Majesty's Court in the character of My *Ambassador Extraordinary and Plenipotentiary*; I have directed him to take leave of Your *Imperial* Majesty. Having myself had ample reason to be satisfied with the zeal, ability and fidelity with which has executed My orders on all occasions during his *Embassy*, I trust that Your *Imperial* Majesty will also have found his conduct deserving of Your approbation and esteem; and in this pleasing confidence I avail myself of the present opportunity to renew to You the assurance of the invariable attachment and high esteem with which I am,

Sir, My Brother,

Your *Imperial* Majesty's good Sister,

Victoria R.

[Place.]
[Date.]

To my good Brother the *Emperor* of [ ].

* Varied according to circumstances.

FORM of a Letter of Recall addressed to a Queen Consort.

Madam, my Sister,

HAVING* occasion elsewhere for the services of

[Name and Titles]

who has for some time resided at the Court of the *Emperor*, Your *Imperial* Majesty's August Consort, in the character of My *Ambassador Extraordinary and Plenipotentiary*, it becomes necessary for Me to notify to You his recall. I flatter Myself that the conduct of has, on all occasions during his *Embassy*, been such as to merit your *Imperial* Majesty's approbation; and in this pleasing hope, I avail myself of the present opportunity to renew to you the assurances of the sincere attachment and highest esteem with which I am,

Madam, My Sister,

Your *Imperial* Majesty's Good Sister,

Victoria R.

[Place.]
[Date.]

To My Good Sister the *Empress* of [ ].

* Varied according to circumstances.

FORM of a Letter of Recall addressed to the President of a Republic.

VICTORIA, by the Grace of God, Queen of the United Kingdom of Great Britain and Ireland, Defender of the Faith, &c. &c. &c., To the President of the

sendeth greeting! Our Good Friend! Having occasion elsewhere for the services of† Our *right* trusty and *well* beloved

[Name and Titles]

who has for some time resided with You in the character of Our Envoy Extraordinary and Minister Plenipotentiary to the . We hereby notify to you his Recall. We are ourselves perfectly satisfied with the zeal, ability and fidelity with which uniformly executed Our orders during his Mission, by studying to promote the harmony and good understanding which happily subsist between the two Nations, and which We trust will always continue; and We entertain no doubt that You will also have found his conduct deserving of Your approbation. We gladly embrace this opportunity to assure You of the sincere interest which We take in the welfare and prosperity of the ; and so We recommend You to the protection of the Almighty. Given at Our Court at , the day of , in the year of Our Lord, One thousand eight hundred and , and in the year of Our reign.

Your Good Friend,

Victoria R.

(Countersigned) [ ].

Superscribed to the President of the [ ].

† This phrase would be varied according to circumstances.

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Appendix, No. 4.

STATEMENT of Her Majesty's Diplomatic Servants, arranged according to the Date of their Present and Past Appointments, and showing their present Posts.

NAME and RESIDENCE.	Ambassador.	Envoy.	Secretary of Embassy.	Secretary of Legation.	Paid Attaché.	Attaché.
Earl Cowley, G.C.B. - - - *Paris* - -	3 Feb. 1852	29 Feb. 1848	25 Nov. 1843	6 Jan. 1832	9 April 1829	1 Oct. 1824
Lord Napier - - - - *St. Petersburgh*	11 Dec. 1860	27 Jan. 1857	18 April 1854	27 May 1846	23 Sept. 1842	10 Aug. 1840
Lord Bloomfield, G.C.B. - - *Vienna* - -	22 Nov. ,,	9 Mar. 1844	25 June 1839	27 Dec. 1825	9 Oct. 1824	16 Feb. 1818
Rt. Hon. Sir H. L. Bulwer, G.C.B. - *Constantinople*	10 May 1858	25 Nov. 1843	14 Oct. 1837	27 Nov. 1835	- - -	Aug. 1827
Lord Howard de Walden and Seaford, G.C.B. - *Brussels* - -		21 Sept. 1832	—	—	—	—
Sir John Ralph Milbanke, Bart. - - - - *Munich* - -		24 Nov. 1843	28 Oct. 1835	6 Sept. 1826	—	—
Sir Alexander Malet, Bart. - - - - - *Frankfort* -		7 Sept. 1844	25 Nov. 1843	3 July 1835	1 Dec. 1833	24 Mar. 1824
*Right Hon. Sir Thomas Wyse, K.C.B. - - *Athens* - -		9 Feb. 1849	—	—	—	—
Sir James Hudson, K.C.B. - - - - - *Turin* - -		13 May 1850	- - -	2 Oct. 1838	—	—
Sir Arthur C. Magenis, K.C.B. - - - *Lisbon* - -		27 Jan. 1851	17 Sept. 1844	5 Oct. ,,	13 Nov. 1830	26 Aug. 1825
Sir J. F. Crampton, Bart., K.C.B. - - - *Madrid* - -		19 Jan. 1852	- - -	13 Dec. 1844	16 Nov. 1834	28 Sept. 1826
Sir Andrew Buchanan, K.C.B. - - - - *The Hague* -		12 Feb. ,,	- - -	21 Aug. 1841	13 Nov. ,,	10 Oct. ,,
Hon. Charles Augustus Murray, C.B. - - - *Dresden* - -		9 Feb. 1853	- - -	31 Dec. 1844	—	—
Henry Francis Howard - - - - - *Hanover* -		3 May ,,	- - -	6 April 1845	19 Dec. 1832	1 Nov. 1828
Hon. G. S. S. Jerningham - - - - - *Stockholm* -		22 Nov. ,,	23 Jan. 1849	18 June 1833	5 Jan. ,,	24 Mar. 1826
George John Robert Gordon - - - - *Stuttgardt* -		19 Sept. 1854	- - -	12 Dec. 1843	5 Jan. 1836	8 Oct. 1833
William Dougal Christie - - - - - *Rio de Janeiro*		15 Jan. 1856	- - -	20 Feb. 1851	—	—
Hon. Henry George Elliot - - - - - *Naples* - -		31 Mar. 1858	- - -	26 June 1848	17 Aug. 1841	10 Aug. 1840
Lord Augustus W. F. S. Loftus - - - - *Berlin* - -		31 Mar. ,,	- - -	1 Jan. 1852	15 July 1844	30 June 1837
Captain Hon. Edward A. J. Harris, R.N. - - *Berne* - -		31 Mar. ,,	—	—	—	—
Lord Lyons, K.C.B. - - - - - - - *Washington* -		16 June ,,	- - -	1 Feb. 1856	11 Oct. 1844	9 Feb. 1839
Hon. F. W. A. Bruce, C.B. - - - - - *China* - -		2 Dec. ,,	- - -	- - -	- - -	9 Feb. 1842
Augustus Berkeley Paget - - - - - *Copenhagen* -		14 Jan. 1859	- - -	12 Feb. 1852	26 June 1846	—
Sir Charles Lennox Wyke, K.C.B. - - - *Mexico* - -		8 Aug. ,,	—	—	—	—
*Edward Thornton - - - - - - *Parana* - -		9 Sept. ,,	- - -	24 Dec. 1851	28 Feb. 1845	12 April 1842
Rutherford Alcock, C.B. - - - - - *Japan* - -		30 Nov. ,,	—	—	—	—
Charles Alison, C.B. - - - - - - *Tehran* - -		7 April 1860	20 Feb. 1857	13 Dec. 1844	5 April 1839	—
†John Hay Drummond Hay, C.B. - - - *Tangier* - -		9 June ,,	- - -	- - -	1 May 1840	—
	Chargé d'Affaires and Consul-General.	**Agent, Consul-General, or Consul.**				
Philip Griffith - - - - *Bogota* - -	19 Sept. 1854	- - -	- - -	26 May 1837	—	—
Walter Cope - - - - *Guayaquil* -	31 Oct. ,,	20 Jan. 1827	—	—	—	—
Hon. William G. S. Jerningham - *Lima* - -	1 Dec. 1857	- - -	- - -	29 May 1850	9 Nov. 1839	20 Jan. 1834
William Taylour Thomson - - *Santiago* -	24 Feb. 1858	- - -	- - -	8 April 1852	12 June 1837	—
Frederick Doveton Orme, C.B. - *Caracas* - -	1 April ,,	- - -	- - -	4 Dec. ,,	5 Jan. 1844	10 Mar. 1841
William Garrow Lettsom - - *Monte Video* -	24 July ,,	- - -	- - -	12 July 1854	21 Dec. 1840	5 Aug. 1831
Thomas Neville Ussher - - *Port au Prince*	13 May 1859	19 Aug. 1842 (Consul) May 1852 (Consul-General)	—	—	—	—
George Fagan - - - - *Guatemala* -	7 April 1860	- - -	- - -	10 July 1856	1 May 1851	6 June 1837
John Ward, C.B. - - - - *Hamburgh* -	1 July ,,	5 June 1845 (Consul-General)	—	—	—	—
Hon. William George Grey - - - - - - - - - *Paris* - -			8 July 1859	30 Sept. 1853	27 Feb. 1847	5 Sept. 1844
John Savile Lumley - - - - - - - - - *St. Petersburgh*			14 April 1860	28 Oct. 1854	4 Sept. 1849	5 July 1842
Hon. Julian Charles Henry Fane - - - - - - - - *Vienna* - -			23 Nov. ,,	9 May 1856	24 Dec. 1854	6 Sept. 1844
Hon. Edward Morris Erskine - - - - - - - - *Constantinople*			22 Nov. ,,	10 Jan. 1852	5 Jan. 1844	25 Sept. 1835
Charles Townshend Barnard - - - - - - - - *Dresden* - -			- - -	30 June 1824	- - -	9 Feb. 1816
Alfred Guthrie Graham Bonar - - - - - - - - *Munich* - -			- - -	30 May 1849	17 May 1839	23 Dec. 1835
Hon. Richard Edwardes - - - - - - - - - *Madrid* - -			- - -	2 Dec. 1852	23 Aug. 1841	6 Oct. 1838
William Robert Ward - - - - - - - - - *The Hague* -			- - -	12 Feb. 1852	5 July 1839	24 Oct. ,,
William Lowther - - - - - - - - - *Berlin* - -			- - -	1 July ,,	6 April 1845	4 Nov. 1841
Frederick Hamilton - - - - - - - - - *Frankfort* -			- - -	8 July 1853	5 Jan. ,,	25 April 1834
Edward Herries - - - - - - - - - *Brussels* - -			- - -	28 Oct. 1854	29 May 1850	19 Oct. 1841
Hon. William Stewart - - - - - - - - - *Naples* - -			- - -	8 Feb. 1858	24 Dec. 1851	29 Sept. 1845
William Doria - - - - - - - - - *Parana* - -			- - -	24 Feb. ,,	19 Mar. 1845	15 Nov. 1841
William Campbell Manley - - - - - - - - - *Copenhagen* -			- - -	1 April ,,	20 Feb. 1852	6 Sept. 1844
Joseph Hume Burnley - - - - - - - - - *Berne* - -			- - -	1 April ,,	20 Feb. ,,	13 June 1847
Hon. Lionel Sackville Sackville West - - - - - - - - *Turin* - -			- - -	10 May ,,	20 Feb. ,,	24 July ,,
Edwin Corbett - - - - - - - - - *Stockholm* - -			- - -	24 July ,,	7 July ,,	13 June ,,
George Benvenuto Mathew - - - - - - - - - *Mexico* - -			- - -	24 July ,,	—	—
Henry Page Turner Barron - - - - - - - - - *Lisbon* - -			- - -	23 Nov. ,,	12 Jan. 1847	21 Dec. 1840
William Douglas Irvine - - - - - - - - - *Washington* -			- - -	24 Dec. ,,	12 Aug. 1854	18 July 1853

* Minister Plenipotentiary. † Minister Resident.

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NAME and RESIDENCE.		Secretary of Legation.	Oriental or Chinese Secretary.	Paid Attaché.	Attaché.
*Thomas Flott Hughes	*Constantinople*	- - -	6 Feb. 1859	4 May 1849	16 May 1845
Hon. William George Eden	*Stuttgardt*	28 May 1859	- - -	20 Feb. 1852	27 Nov. 1847
George Glynn Petre	*Hanover*	6 June „	- - -	10 Oct. 1855	23 June 1846
Hon. William Gordon Cornwallis Eliot	*Athens*	8 Aug. „	- - -	29 Nov. 1853	6 Sept. 1849
†Thomas Francis Wade	*China*	- - -	25 Aug. 1859	—	—
Evan Montague Baillie	*Rio de Janeiro*	29 Dec. „	- - -	14 Dec. 1852	10 June 1846
Lieutenant Colonel Edward St. John Neale	*China*	3 Jan. 1860	—	—	—
Edward Backhouse Eastwick	*Tehran*	4 May „	—	—	—
Ronald Ferguson Thomson	*Tehran*			7 Sept. 1848	—
William John Dickson	*Tehran*			13 Jan. 1852	—
Lionel Moore	*Constantinople*			14 Dec. „	—
Odo William Leopold Russell	*Rome*			30 Sept. 1853	15 Mar. 1849
Hon. Francis John Pakenham	*Copenhagen*			24 Oct. 1854	9 Feb. 1852
Henry Philip Fenton	*Turin*			17 Jan. 1855	17 May „
Lord Hubert de Burgh	*Turin*			9 April „	31 Jan. „
‡Edward Robert Lytton	*Vienna*			15 Mar. 1856	12 Oct. 1849
‡Hon. George James Welbore Agar Ellis	*Paris*			14 May „	21 Feb. 1852
‡George Strachey	*The Hague*			14 May „	21 Feb. „
‡Robert Thomas Charles Middleton	*Madrid*			15 May „	21 Feb. „
‡William Brodie	*Washington*			27 Jan. 1857	30 June 1853
‡Henry Lockwood	*Stockholm*			27 Jan. „	3 Dec. 1855
‡Francis Clare Ford	*Brussels*			9 Mar. „	9 July 1852
Gwalter Borranskill Congreve Lonsdale	*Munich*			20 Jan. 1858	2 May 1842
‡Robert Burnett David Morier	*Berlin*			20 Feb. „	5 Sept. 1853
‡Sidney Locock	*St. Petersburgh*			24 Feb. „	7 May „
‡Robert Percy Ffrench	*Naples*			1 April „	16 Dec. 1852
‡Lord Schomberg Henry Kerr	*Frankfort*			12 April „	16 July 1854
‡Hon. William Nassau Jocelyn	*Berlin*			3 May „	10 April „
‡Gerard Francis Gould	*Constantinople*			24 July „	1 Jan. „
‡Francis Ottiwell Adams	*Paris*			24 July „	1 Feb. „
‡Ernest Clay	*Paris*			24 July „	30 Aug. 1855
§Colonel Edward Stopford Claremont, C.B.	*Military Attaché, Paris*			1 Oct. „	—
‡Hugh Guion Macdonell	*Constantinople*			23 Nov. „	8 Feb. 1854
Alexander Bowyer St. Clair	*China*			2 Dec. „	23 June 1858
Frederick Richard Warre	*Washington*			13 Dec. „	10 May 1854
‡Thomas Clement Cobbold	*Lisbon*			6 Jan. 1859	5 Sept. 1855
Lieutenant Robert G. Watson	*Tehran*			18 April „	—
‡Frederick Robert St. John	*Stuttgardt*			1 June „	15 Jan. 1855
‡Hon. Henry Wodehouse	*Constantinople*			1 June „	25 June 1856
‡Eric Robert Townsend Farquhar	*Rio de Janeiro*			1 June „	9 Feb. 1857
Victor Arthur Wellington Drummond	*Athens*			10 June „	14 Dec. 1852
‡Hon. Luke Gerald Dillon	*Vienna*			10 June „	2 Aug. 1856
‡Hon. Francis Richard Plunkett	*St. Petersburgh*			8 July „	22 Jan. 1855
John Walsham	*Mexico*			1 Jan. 1860	—
James de Vismes Drummond Hay, C.B.	*Tangier*			11 June „	—
§Captain E. G. Hore, R.N.	*Naval Attaché, Paris*			21 June „	—
§Major General F. W. Hamilton, C.B.	*Military Attaché, Berlin*			1 July „	—
‡Edwin Baldwin Malet	*Parana*			31 Aug. „	10 Oct. 1854

		Attaché.	
		Date of Appointment.	Date of Nomination.
||Falconer Atlee	*Registrar and Librarian, Paris*	4 Jan. 1853	—
Henry Dupré Labouchere	*St. Petersburgh*	16 July 1854	—
Horace James Johnson	*Hanover*	13 Jan. 1855	—
Hugh Fraser	*Berlin*	15 Jan. „	—
Henry Francis Manley	*Washington*	22 Jan. „	—
‡James George Ferguson Russell	*Berlin*	30 April 1856	16 Mar. 1856
‡Hon. Edmund John Monson	*Washington*	10 June „	26 Mar. „
‡Dudley Saurin	*Turin*	12 Jan. 1857	24 July „
‡Frederick Antrobus	*Vienna*	19 May „	30 April 1857
‡Henry Augustus Mounsey	*Lisbon*	23 May „	1 April „
‡Richard Temple Godman Kirkpatrick	*Copenhagen*	28 May „	25 Mar. „
‡James Playster Harriss	*St. Petersburgh*	20 Aug. „	20 May „
‡William Hope	*The Hague*	14 Sept. „	1 Aug. „
‡Williams Peere Williams Freeman¶	*Copenhagen*	23 Oct. 1860	2 Oct. „
‡George Hugh Wyndham	*China*	10 Nov. 1857	3 Nov. „
‡Percy Mitford	*Berlin*	24 Dec. „	1 Nov. „
‡Henry Somerville Digby	*Athens*	13 Feb. 1858	20 Dec. „
‡John Gordon Kennedy	*Vienna*	5 Mar. „	20 Dec. „

* Oriental Secretary. † Chinese Secretary.

‡ Have passed an Examination before the Civil Service Commissioners.

§ Colonel Claremont, Captain Hore, and Major General Hamilton, are only temporarily attached, on special grounds, to the Diplomatic Service.

|| Mr. Atlee at Paris, and Mr. Michell at St. Petersburgh, although borne as Unpaid Attachés on the List, are not therefore eligible for promotion in the Diplomatic Service; they severally receive salaries,—the former as Registrar and Librarian at Paris, of 300 *l.*, with an annual increase of 10 *l.* for the first 10 years, and of 15 *l.* for the next 10 years; and the latter as Translator, of 300 *l.* a year, which salaries are charged in the Account of Extraordinaries.

¶ Mr. Freeman was at his post at Parana at the date of his nomination, and was prevented from passing his examination till 23 October 1860.

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NAME and RESIDENCE.	Attaché. Date of Appointment.	Attaché. Date of Nomination.
‡William Samuel M'Mahon - Munich	27 Mar. 1858	5 Feb. 1858
*Alexander Graham Dunlop - Temporarily, Vienna	3 May ,,	—
‡Edmund Constantine Henry Phipps - Brussels	11 May ,,	20 Feb. ,,
‡George Lenox-Conyngham - Naples	22 May ,,	22 Feb. ,,
‡Richard Pennefather - Paris	22 May ,,	12 April ,,
‡Richard Conolly - Hanover	29 July ,,	12 April ,,
‡Christian William Lawrence - Madrid	21 Sept. ,,	12 May ,,
‡Hon. Frederick Henry North - Rio de Janeiro	18 Oct. ,,	12 May ,,
‡Edmund Douglas Veitch Fane - Tehran	6 Nov. ,,	11 May ,,
‡Hon. Thomas John Hovell Thurlow - Paris. Special Mission to China	27 Nov. ,,	21 June ,,
‡Arthur Henry Seymour - Copenhagen	4 Dec. ,,	12 May ,,
‡Charles Stewart Scott - Dresden	3 Jan. 1859	13 Dec. ,,
‡Wilfred Scawen Blunt - Frankfort	31 Jan. ,,	13 Dec. ,,
‡William Bowyer Smijth - Paris	1 March ,,	6 Dec. ,,
‡William Graham Sandford - Turin	13 Aug. 1860	13 April 1859
‡Robert Henry Hildyard - Athens	28 April 1859	5 Feb. ,,
*Edmund Calvert - Temporarily, Constantinople	28 May ,,	—
‡Charles Calvert Eden - Berne	31 May ,,	14 May ,,
‡George Sheffield - Munich	4 July ,,	10 June ,,
‡George Francis Birt Jenner - Washington	16 July ,,	10 June ,,
‡Edward H. C. Herbert - Vienna	5 Aug. ,,	10 June ,,
‡Hon. Power Henry Le Poer Trench - Constantinople	17 Aug. ,,	10 June ,,
‡Audley Charles Gosling - Stockholm	24 Aug. ,,	4 July ,,
Lord Edward Percy St. Maur - Madrid	29 Aug. ,,	1 June ,,
‡Ainslie Grant Duff - Dresden	31 Aug. ,,	22 July ,,
‡Henry Nevill Dering - Vienna	3 Sept. ,,	10 June ,,
‡Viscount Sudley - Stuttgardt	24 Sept. ,,	9 Sept. ,,
‡Edwin Harry Egerton - Paris	21 Nov. ,,	9 Aug. ,,
‡Hon. William Augustus Barrington - Berlin	2 April 1860	8 Nov. ,,
†Thomas Michell - Translator, St. Petersburgh	18 June ,,	—
*Edward Villiers Robinson - Temporarily, Rio de Janeiro	15 Sept. ,,	—

Persons holding Political as well as Consular Appointments.

NAME and RESIDENCE.	Commissioner and Consul General.	Agent and Consul General.	Consul General.	Consul.	Vice Consul.
William Miller - Sandwich Islands	1 Dec. 1855	- - -	16 Aug. 1843	—	
Robert Gilmour Colquhoun, C.B. - Egypt	- - -	18 Nov. 1851	- - -	17 Nov. 1834	
Richard Wood - Tunis	- - -	30 Aug. 1855	- - -	15 May 1841	
John Green - Bucharest	- - -	14 Jan. 1859	- - -	26 Feb. 1838	1 May 1835.
Henry Adrian Churchill, C.B. - Jassy	- - -	9 July ,,	- - -	5 Sept. 1856	

* Mr. Dunlop at Vienna, Mr. Calvert at Constantinople, and Mr. Robinson at Rio Janeiro, are only temporarily attached to the respective Missions, and have no claim to promotion in the Diplomatic Service.

† *See* Note (‖), page 484.

‡ Have passed an examination before the Civil Service Commissioners.

Foreign Office,
31 March 1861

G. Lenox-Conyngham.

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Appendix, No. 5

LIST of the Establishment of the FOREIGN OFFICE, with the Dates

Note.—The Appointments and Promotions herein stated take effect either from the commencement of Employment under the Foreign Office (Abroad or

Scale of Salary, with Rate of Increase.	NAME.	FIRST APPOINTMENT. Supernumerary or on Probation.	Junior Clerks (3d Class).	Junior Clerks (2d Class).
	Chief Clerk:			
1,000 *l.*, increasing at 50 *l.* a year to 1,250 *l.*	George Lenox-Conyngham	5 July - 1812	- - -	5 July - 1817
	Senior Clerks:			
700 *l.*, at 25 *l.* a year to 1,000 *l.*	Henry Francis Forster	11 Jan. - 1828	27 Aug. - 1829	10 Oct. - 1835
	Augustus L. Coles	- - -	10 Oct. - 1835	5 July - 1839
	Charles Spring Rice (Hon.)	15 Dec. - 1839	5 Jan. - 1840	21 Aug. - 1841
	Francis B. Alston	15 Dec. - 1839	5 Jan. - 1840	29 Oct. - 1841
	William H. Wylde	14 Mar. - 1838	5 April - 1839	5 April - 1841
	John Bidwell	- - -	5 Jan. - 1842	12 Dec. - 1845
	Greville Morier	- - -	26 Aug. - 1843	5 Jan. - 1846
	Thomas G. Staveley	- - -	26 Aug. - 1843	26 June - 1846
	Assistant Clerks:			
550 *l.*, at 20 *l.* a year to 650 *l.*	John Boger Hole	16 Aug. - 1841	21 Aug. - 1841	9 Mar. - 1844
	John Croker Pennell	- - -	9 Mar. - 1844	26 June - 1846
	John Woodford	- - -	12 Dec. - 1845	14 Jan. - 1849
	Edward Scott Gifford (Hon.)	- - -	5 Feb. - 1846	1 Oct. - 1851
	William W. F. Synge	- - -	26 June - 1846	18 Nov. - 1851
	Francis W. H. Cavendish	- - -	9 May - 1848	14 Dec. - 1852
	Hussey Crespigny Vivian (Hon.)	- - -	18 Nov. - 1851	10 April - 1854
	James E. Dashwood	1 April - 1852	14 Aug. - 1852	1 July - 1854
	Junior Clerks (1st Class):			
350 *l.*, at 15 *l.* a year to 545 *l.*	Arthur K. Cowell Stepney	- - -	26 Sept. - 1852	1 July - 1854
	Charles Kennedy	- - -	17 Dec. - 1852	1 July - 1854
	Thomas Villiers Lister	- - -	23 Aug. - 1853	1 July - 1854
	Henry Percy Anderson	18 Oct. - 1852	1 April - 1854	1 July - 1854
	Charles S. A. Abbott	1 April - 1854	10 April - 1854	1 July - 1854
	Philip Wodehouse Currie	10 April - 1854	1 July - 1854	1 Oct. - 1854
	Herbert Crichton Stuart	7 May - 1854	1 July - 1854	1 Jan. - 1855
	Francis S. M. Stephens	7 May - 1854	1 July - 1854	1 Dec. - 1856
	Henry A. W. Hervey	7 May - 1854	1 July - 1854	1 Dec. - 1856
	Harry Clarke Jervoise	- - -	16 Aug. - 1854	1 Dec. - 1856
	Junior Clerks (2d Class):			
150 *l.*, at 10 *l.* a year to 300 *l.*	William Owen	- - -	22 Dec. - 1854	1 April - 1857
	Henry Eliot (Hon.)	- - -	28 Jan. - 1855	1 April - 1857
	Victor Buckley	17 Dec. - 1856	12 Jan. - 1857	7 Dec. - 1857
	Oswald J. F. Crawfurd	12 Jan. - 1857	23 Jan. - 1857	1 Jan. - 1859
	Joseph W. Warburton	19 Jan. - 1857	31 Mar. - 1857	1 April - 1859
	John A. Farquharson	21 Feb. - 1857	21 Feb. - 1857	1 June - 1859
	Armar H. L. Corry	1 April - 1857	14 May - 1857	3 Aug. - 1859
	Raynsford Du Pré Alexander	15 May - 1857	4 July - 1857	1 Jan. - 1860
	Reginald Russell	- - -	22 Feb. - 1858	1 Jan. - 1860
	Junior Clerks (3d Class):			
100 *l.*, at 10 *l.* a year to 150 *l.*	Algernon B. Mitford	- - -	29 Jan. - 1859	- - -
	Thomas H. Sanderson	- - -	23 April - 1859	- - -
	Robert Meade (Hon.)	- - -	1 June - 1859	- - -
	Henry Cavendish (Hon.)	- - -	19 Jan. - 1860	- - -
	William A. Cockerell	- - -	27 Jan. - 1860	- - -
	John H. G. Bergne	- - -	14 Mar. - 1861	- - -

Foreign Office,
3 April 1861.

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- - - - - - - - - Appendix, No. 5.

of First Appointment, and of Promotion from Class to Class.

at Home), or from the commencement of the Payment of Salary in the Foreign Office, as recorded in the Chief Clerk's Books.—F.O. 31 March 1861.

PROMOTION.				Length of Service.			Present Salary.
Junior Clerks (1st Class).	Assistant Clerks.	Senior Clerks.	Chief Clerk.	Yrs.	mos.	days.	£.
- - -	- - -	16 May - 1834	5 April - 1841	48	8	26	1,250 salary. 200 extra allowance. 1,450
5 April 1841	- - -	10 April - 1854	- - -	33	2	20	- - 850
7 August 1843	- - -	1 July - 1854	- - -	25	5	21	- - 850
26 June - 1846	- - -	13 March 1857	- - -	21	3	15	- - 800
14 Jan. - 1849	- - -	1 April - 1857	- - -	21	3	15	- - 775
12 Dec. - 1845	1 April - 1857	1 January 1859	- - -	23	0	16	- - 750
14 Dec. - 1852	1 April - 1857	1 April - 1859	- - -	19	2	26	- - 725
16 Dec. - 1852	1 April - 1857	1 January 1860	- - -	17	7	5	- - 725
10 April - 1854	1 April - 1857	22 August 1860	- - -	17	7	5	- - 700
18 Nov. - 1851	1 April - 1857	- - -	- - -	19	7	15	- - 610
1 July - 1854	1 April - 1857	- - -	- - -	17	0	22	- - 610
1 July - 1854	1 April - 1857	- - -	- - -	15	3	19	- - 610
1 July - 1854	1 April - 1857	- - -	- - -	15	1	23	- - 610
1 July - 1854	7 Dec. - 1857	- - -	- - -	14	9	4	- - 610
1 July - 1854	1 January 1859	- - -	- - -	12	10	22	- - 610
1 Dec. - 1853	1 June - 1859	- - -	- - -	9	4	13	- - 590
18 March 1857	1 January 1860	- - -	- - -	9	0	0	- - 570
1 April - 1857	- - -	- - -	- - -	8	6	4	- - 395
1 April - 1857	- - -	- - -	- - -	8	3	14	- - 395
1 April - 1857	- - -	- - -	- - -	7	7	8	- - 395
1 April - 1857	- - -	- - -	- - -	8	5	13	- - 395
1 April - 1857	- - -	- - -	- - -	7	0	0	- - 395
7 Dec. - 1857	- - -	- - -	- - -	6	11	20	- - 395
1 April - 1859	- - -	- - -	- - -	6	10	24	- - 365
1 June - 1859	- - -	- - -	- - -	6	10	24	- - 365
3 August 1859	- - -	- - -	- - -	6	10	24	- - 365
1 January 1860	- - -	- - -	- - -	6	7	15	- - 365
- - -	- - -	- - -	- - -	6	3	9	- - 180
- - -	- - -	- - -	- - -	6	2	3	- - 180
- - -	- - -	- - -	- - -	4	3	13	- - 180
- - -	- - -	- - -	- - -	4	2	19	- - 170
- - -	- - -	- - -	- - -	4	2	12	- - 160
- - -	- - -	- - -	- - -	4	1	7	- - 160
- - -	- - -	- - -	- - -	4	0	0	- - 160
- - -	- - -	- - -	- - -	3	10	16	- - 160
- - -	- - -	- - -	- - -	3	1	6	- - 160
- - -	- - -	- - -	- - -	2	2	2	- - 120
- - -	- - -	- - -	- - -	1	11	7	- - 110
- - -	- - -	- - -	- - -	1	9	29	- - 110
- - -	- - -	- - -	- - -	1	2	12	- - 110
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G. Lenox-C.

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Appendix, No. 6.

PAPERS delivered in by *Edmund Hammond*, Esq.

STATEMENT showing the Amount of PENSION to which Persons now in Active Employment would be entitled if Pensioned under the SUPERANNUATION ACT, as compared with what can now be granted on the DIPLOMATIC FUND, assuming in both Cases uninterrupted Service, arranged in order of Classes and Seniority of Service:—1st. Ambassadors; 2d. Ministers of the First Class; 3d. Ministers of the Second Class; 4th. Chargés d'Affaires, Secretaries of Embassy, and Secretaries of Legation; 5th. Paid and Unpaid Attachés.

N.B.—No pension can be granted under the Superannuation Act for service of less than 10 years' duration, nor on any amount of salary greater than the average received "for a period of at least three years immediately before the granting of the allowance." The service must also be continuous; but as regards Diplomatic Pensions, the service may be interrupted; and a pension cannot be granted under the Superannuation Act, except on medical certificate, until the recipient has completed his 60th year, but there is no such limit as regards Diplomatic Pensions.

NAMES, arranged in Classes, and in Order of Seniority of Service, in each Class.	Length of Service.		Length of Service from Date of First Commission.		Present Salary.	Amount of Pension under Superannuation Act, if dated from Commencement of Service.	Amount of Pension under Superannuation Act, if dated from First Commission.	Amount of Pension, according to Diplomatic Scale.*
	Date of entering the Service.	Length of Service.	Date of First Commission.	Length of Service.				
AMBASSADORS:		Yrs.		Yrs.	£.	£.	£.	£.
Bloomfield, Lord	16 Feb. 1818	43	27 Dec. 1825	35	7,000	$\frac{10}{12}$ equal to 5,833	$\frac{9}{12}$ equal to 5,250	1,300
Cowley, Lord	1 Oct. 1824	36	6 Jan. 1832	29	10,000	$\frac{9}{12}$,, 7,500	$\frac{28}{60}$,, 4,833	1,700
Bulwer, Sir H. L.	30 Aug. 1827	33	27 Nov. 1835	25	8,000	$\frac{8}{12}$,, 5,333	$\frac{25}{60}$,, 3,333	1,700
Napier, Lord	10 Aug. 1840	20	27 May 1846	15	7,000	$\frac{20}{60}$,, 2,333	$\frac{15}{60}$,, 1,750	700
MINISTERS (1st Class):								
Howard de Walden, Lord	10 Oct. 1822	38	21 Sept. 1832	28	3,600	$\frac{9}{12}$,, 2,700	$\frac{23}{60}$,, 1,689	1,300
Magenis, Sir Arthur	26 Aug. 1825	35	5 Oct. 1838	22	4,000	$\frac{9}{12}$,, 3,000	$\frac{22}{60}$,, 1,466	900
Buchanan, Sir Andrew	10 Oct. 1825	35	21 Aug. 1841	19	3,600	$\frac{9}{12}$,, 2,700	$\frac{19}{60}$,, 1,140	900
Crampton, Sir John	7 Sept. 1826	34	13 Dec. 1844	16	5,000	$\frac{8}{12}$,, 3,333	$\frac{16}{60}$,, 1,333	1,300
Loftus, Lord Augustus	20 June 1837	23	1 Jan. 1852	9	5,000	$\frac{23}{60}$,, 1,916	- nil -	- nil.
Hudson, Sir James	2 Oct. 1838	22	2 Oct. 1838	22	5,000	$\frac{23}{60}$,, 1,833	$\frac{23}{60}$ equal to 1,833	1,300
Lyons, Lord	2 Feb. 1839	22	9 Feb. 1853	8	4,500	$\frac{22}{60}$,, 1,650	- nil -	- nil.
Elliot, Hon. H. G.	10 Aug. 1840	20	26 June 1848	12	4,000	$\frac{20}{60}$,, 1,333	$\frac{12}{60}$ equal to 800	- nil.
Christie, W. D.	22 May 1848	13	20 Feb. 1851	10	4,000	$\frac{13}{60}$,, 866	$\frac{10}{60}$,, 666	- nil.
MINISTERS (2d Class):								
Milbanke, Sir John	10 Oct. 1823	37	6 Sept. 1826	34	3,600	$\frac{9}{12}$,, 2,700	$\frac{8}{12}$,, 2,400	900
Malet, Sir Alexander	24 Mar. 1824	37	3 July 1835	25	2,800	$\frac{9}{12}$,, 2,100	$\frac{28}{60}$,, 1,166	900
Jerningham, Hon. G. S. S.	Mar. 1826	35	18 June 1833	27	3,000	$\frac{9}{12}$,, 2,250	$\frac{27}{60}$,, 1,350	900
Howard, H. F.	1 Nov. 1828	32	6 April 1845	16	3,000	$\frac{8}{12}$,, 2,000	$\frac{16}{60}$,, 800	1,300

* EXTRACT from the Act of 2 & 3 Will. 4, c. 116, intituled, "An Act to provide for the Salaries of certain High and Judicial Officers, and of Payments heretofore made out of the Civil List Revenues."—(16 August 1832.)

VI. And be it further enacted, that no new diplomatic pension which may hereafter be granted under the authority of this Act shall exceed 1,700 *l.* per annum to any one person for the first class, 1,300 *l.* per annum to any one person for the second class, 900 *l.* per annum to any one person for the third class, and 700 *l.* per annum to any one person for the fourth class; and that such pensions shall only be so granted under the following regulations and restrictions; (that is to say),

First. That no diplomatic pension whatever shall be granted to any person until the expiration of 15 years from the date of his first commission, nor unless he shall have actually served 10 years.

Second. That no person shall be qualified to receive a pension of the first class unless he shall have actually resided three years as Ambassador at some foreign court.

Third. That no person shall be qualified to receive a pension of the second class who shall not have actually resided five years as an Envoy Extraordinary and Minister Plenipotentiary at some foreign court.

Fourth. That no person shall be qualified to receive a pension of the third class who shall not have actually resided five years as Minister Plenipotentiary or Minister Resident at some foreign court.

Fifth. That pensions in the remaining class shall not exceed 700 *l.* per annum, under the same conditions as to time of residence.

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NAMES, arranged in Classes, and in Order of Seniority of Service, in each Class.	Length of Service.		Length of Service from Date of First Commission.		Present Salary.	Amount of Pension under Superannuation Act, if dated from Commencement of Service.		Amount of Pension under Superannuation Act, if dated from First Commission.		Amount of Pension, according to Diplomatic Scale.
	Date of entering the Service.	Length of Service.	Date of First Commission.	Length of Service.						
MINISTERS (2d Class)—*continued.*		Yrs.		Yrs.	£.		£.		£.	£.
Gordon, G. J. R.	8 Oct. 1833	27	12 Dec. 1843	17	2,000	27/30 equal to	900	17/30 equal to	566	900
Alison, Charles	5 April 1839	22	13 Dec. 1844	16	5,000	22/30 ,,	1,833	16/30 ,,	1,333	700
Alcock, Rutherford	May 1839	22	17 June 1844	2	2,500	23/30 ,,	916	- - - -		- nil.
Hay, John Drummond	1 May 1840	21	25 Mar. 1845	16	2,000	21/30 ,,	700	- - - -		- nil.
Paget, A. B.	21 Aug. 1841	19	12 Feb. 1852	9	3,600	19/30 ,,	1,140	- nil	-	- nil.
Bruce, Hon. Frederick	9 Feb. 1842	19	23 July 1847	13	8,000	19/30 ,,	2,533	13/30 equal to	1,733	- nil.
Thornton, Edward	12 April 1842	19	24 Dec. 1851	9	3,000	19/30 ,,	950	- nil	-	- nil.
Murray, Hon. C. A.	31 Dec. 1844	16	31 Dec. 1844	16	2,000	16/30 ,,	533	16/30 equal to	533	900
Wyke, Sir Chas. L.	20 Oct. 1845	15	6 Nov. 1854	6	3,600	15/30 ,,	900	- nil	-	- nil.
Wyse, Sir Thos.	14 Feb. 1849	12	14 Feb. 1849	12	3,100	12/30 ,,	620	12/30 equal to	620	- nil.
Harris, Hon. E. A. J.	10 Aug. 1852	8	31 Mar. 1858	3	2,000	- nil	-	- nil	-	- nil.
CHARGÉS D'AFFAIRES:										
Griffith, Philip	5 Sept. 1828	32	26 May 1837	24	1,965	8/12 equal to	1,310	24/30 equal to	786	700
Lettsom, W. G.	5 Aug. 1831	29	12 July 1854	6	1,695	29/30 ,,	819	- nil	-	- nil.
Jerningham, Hon. William	20 Jan. 1834	27	29 May 1850	11	2,000	27/30 ,,	900	11/30 equal to	366	- nil.
Fagan, George	6 June 1837	23	10 July 1856	4	1,400	23/30 ,,	536	- nil	-	- nil.
Thomson, W. F.	12 ,, ,,	23	8 April 1852	9	2,000	23/30 ,,	766	- nil	-	- nil.
Orme, F. D.	10 Mar. 1841	20	4 Dec. 1852	8	1,700	20/30 ,,	566	- nil	-	- nil.
SECRETARIES OF EMBASSY:										
Erskine, Hon. E. M.	25 Sept. 1835	25	10 Jan. 1852	9	900	25/30 ,,	375	- nil.		
Lumley, J. S.	5 July 1842	18	28 Oct. 1854	6	900	18/30 ,,	270	- nil.		
Grey, Hon. W. G.	5 Sept. 1844	16	30 Sept. 1853	7	1,000	16/30 ,,	266	- nil.		
Fane, Hon. Julian	6 ,, ,,	16	9 May 1856	5	900	16/30 ,,	240	- nil.		
SECRETARIES OF LEGATION:										
Barnard, C. T.	9 Feb. 1816	45	30 June 1824	36	650*	11/12 equal to	595	8/12 equal to	487	700
Hamilton, Frederick	25 April 1834	27	8 July 1853	7	500	27/30 ,,	225	- nil	-	- nil.
Bonar, A. G.	23 Dec. 1835	25	30 May 1849	12	750†	24/30 ,,	312	13/30 equal to	150	
Edwardes, Hon. Richard	6 Oct. 1838	22	2 Dec. 1852	8	700	22/30 ,,	256			
Ward, W. R.	24 ,, ,,	22	12 Feb. 1852	9	500	22/30 ,,	183			
Barron, H. P. T.	21 Dec. 1840	20	23 Nov. 1858	2	500	20/30 ,,	166			
Herries, Edward	19 Oct. 1841	19	28 Oct. 1854	6	500	19/30 ,,	158			
Lowther, William	4 Nov. 1841	19	1 July 1852	8	700	19/30 ,,	221			
Doria, William	15 ,, ,,	19	24 Feb. 1858	3	500	19/30 ,,	158			
Manley, W. C.	6 Sept. 1844	16	1 April 1858	3	500	16/30 ,,	133	- nil	-	- nil.
Irvine, W. D.	13 Dec. 1844	16	24 Dec. 1858	2	700	16/30 ,,	186			
Hughes, T. F.	16 May 1845	16	6 Feb. 1859	2	600	16/30 ,,	160			
Stuart, Hon. William	29 Sept. 1845	15	8 Feb. 1858	3	500	15/30 ,,	125			
Petre, G. G.	23 June 1846	14	6 June 1859	1	500	14/30 ,,	116			
Burnley, J. H.	13 June 1847	13	1 April 1858	3	400	13/30 ,,	86			
Corbett, Edwin	13 ,, ,,	13	24 July 1858	2	500	13/30 ,,	108			
West, Hon. Lionel	24 July 1847	13	10 May 1858	3	700	13/30 ,,	151			

* Present salary, 400 *l.*; additional allowance for 10 years' service as Secretary of Legation, 250 *l.*

† Present salary, 500 *l.*; additional allowance for 10 years' service as Secretary of Legation, 250 *l.*

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NAMES, arranged in Classes, and in Order of Seniority of Service, in each Class.	Length of Service.		Length of Service from Date of First Commission.		Present Salary.	Amount of Pension under Superannuation Act, if dated from Commencement of Service.	Amount of Pension under Superannuation Act, if dated from First Commission.	Amount of Pension, according to Diplomatic Scale.
	Date of entering the Service.	Length of Service.	Date of First Commission.	Length of Service.				
SECRETARIES OF LEGATIONS—*cont^d.*		Yrs.		Yrs.	£.	£.	£.	£.
Eden, Hon. W. G.	27 Nov. 1847	13	28 May 1859	2	400	13/60 equal to 86		
Eliot, Hon. W. G. C.	6 Sept. 1849	11	8 Aug. 1859	1	400	11/60 „ 73		
Mathew, G. B.	8 Mar. 1850	11	24 July 1858	1	600	11/60 „ 110		
Neale, Lieut.-col. E. St. J.	May 1837	24	3 Jan. 1860	1	800	24/60 „ 320	- nil -	- nil.
Eastwick, E. B.	4 May 1860	1	4 May 1860	1	750	- nil -		
Oliphant, Lawrence	3 Jan. 1861	- -	3 Jan. 1861	- -	800	- nil -		
PAID ATTACHÉS:								
Lonsdale, G. B. C.	2 May 1842	19	- - -	- -	250	13/60 equal to 79		
Thomson, R. F.	7 Sept. 1848	12	- - -	- -	460	15/60 „ 92		
Russell, Odo	15 Mar. 1849	12	23 Nov. 1858	2	500	13/60 „ 100	- nil -	- nil.
Lytton, E. R.	12 Oct. 1849	11	- - -	- -	400	11/60 „ 73		
Dickson, W. J.	13 Jan. 1852	9	- - -	- -	300			
De Burgh, Lord Hubert	31 „ „	9	- - -	- -	250			
Pakenham, Hon. F. J.	9 Feb. 1852	9	- - -	- -	250			
Ellis, Hon. G. J. A.	21 „ „	9	- - -	- -	400			
Strachey, George	21 „ „	9	- - -	- -	250			
Middleton, R. T. C.	21 „ „	9	- - -	- -	250			
Fenton, H. P.	17 May 1852	9	- - -	- -	350			
Ford, F. C.	9 July 1852	8	- - -	- -	250			
Moore, Lionel	14 Dec. 1852	8	- - -	- -	350			
Drummond, V. A. W.	14 „ „	8	- - -	- -	250			
Ffrench, Percy	16 „ „	8	- - -	- -	250			
Locock, Sidney	7 May 1853	8	- - -	- -	400			
Brodie, William	30 June 1853	7	- - -	- -	300			
Morier, R. B. D.	5 Sept. 1853	7	- - -	- -	350			
Gould, G. F.	1 Jan. 1854	7	- - -	- -	300			
Adams, F. O.	1 Feb. 1854	7	- - -	- -	300			
Macdonell, H. G.	8 „ „	7	- - -	- -	300			
Jocelyn, Hon. W. N.	10 April 1854	7	- - -	- -	250			
Warre, F. R.	10 May 1854	7	- - -	- -	250			
Kerr, Lord Schomberg	16 July 1854	6	- - -	- -	250	- nil -	- nil -	- nil.
Walsham, John	1 Oct. 1854	6	- - -	- -	250			
Malet, E. B.	10 „ „	6	- - -	- -	250			
Johnstone, Horace J.	13 Jan. 1855	6	- - -	- -	250			
St. John, F. R.	15 „ „	6	- - -	- -	250			
Plunkett, Hon. F. R.	22 „ „	6	- - -	- -	300			
Clay, Ernest	30 Aug. 1855	5	- - -	- -	250			
Cobbold, T. C.	5 Sept. 1855	5	- - -	- -	250			
Lockwood, Henry	3 Dec. 1855	5	- - -	- -	250			
Wodehouse, Hon. Henry	25 June 1856	4	- -	- -	300			
Hay, J. de V. D.	1 Aug. 1856	4	- - -	- -	250			
Dillon, Hon. Luke	2 „ „	4	- - -	- -	300			
Farquhar, E. R. T.	9 Feb. 1857	4	- - -	- -	250			
Wyndham, G. H.	3 Nov. 1857	3	- - -	- -	400			
St. Clair, A. B.	23 June 1858	2	- - -	- -	500			
Claremont, Col. E. S.	1 Oct. 1858	2	- - -	- -	500			
Watson, Lieut. R. G.	18 April 1859	2	- - -	- -	250			
Hore, Commander E. G.	21 June 1860	- -	- - -	- -	500			
Hamilton, Major General	1 July 1860	- -	- - -	- -	500			
UNPAID ATTACHÉS:*								

* Not qualified to receive a pension of any sort.

N.B.—Mr. Alcock, Sir C. Wyke, and Colonel Neale, were originally employed in the Consular Service.

Foreign Office, 31 May 1861.

G. Lenox-Conyngham.

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LIST of PERSONS receiving DIPLOMATIC PENSIONS.

1. Names of Pensioners, in order of Date of Grant of Pensions. (*See* Column No. 5.)	2. Length of Service.		3. Length of Service since Date of First Commission.		4. Salary at the time of Retirement from the Service.		5. Actual Amount of Diplomatic Pension.		6. "What would have been the amount of Pension if it had been granted under the Superannuation Acts of either the 4 & 5 Will. 4, c. 24 (25 July 1834), or the 22 Vict. c. 26 (19 April 1859), calculated from commencement of service?" The first of these two Acts gives 1-12th of salary for every five years of service completed, in the case of persons who entered the service prior to the 5th of August 1829; and 1-12th of salary for every seven years completed in the case of persons (marked below †) who entered the service subsequent to the 4th of August 1829. But the latter condition of the Act was repealed by the Act of April 1859, by which all persons who entered the service subsequent to 4th August 1829, and those who should thenceforward enter the service, are to be pensioned on a scale of 1-60th for every year of service completed; but no pension is grantable under either Act for any period of service less than ten years‡.	7. What would have been the Amount of Pension if it had been granted under the Superannuation Acts of either 1834 or 1859, calculated from the Date of First Commission to the Date of the Grant of the Pension.
	Date of Entering the Service.	Length of Service.	Date of First Commission.	Period of Service between Date of First Commission and Date of Grant of Pension.	When Retired.	Amount of Salary.	When Granted.	Amount of Pension.		
		Years.		*Years.*		£.		£.		
Stratford de Redcliffe, Viscount	5 July 1807	*39	15 April 1809	*20	9 May 1858	8,000	10 Oct. 1812 / 24 July 1830	1,786	–	6/12 equal to 6,000 / 6/12 equal to 4,000
Hamilton, Terrick	Oct. 1811	12	5 July 1815	9	5 July 1824	1,000	25 Feb. 1825	706	–	4/12 ,, 333
Addington, Right Hon. H. U.	Jan. 1807	26	5 April 1814	19	2 Nov. 1833	6,000	5 Jan. 1826 / 2 Nov. 1833	900	–	7/12 ,, 3,500 / 5/12 ,, 2,500
Dawkins, Edward J.	May 1812	23	5 Jan. 1816	11	7 Nov. 1835	2,000	30 April 1827	786	–	6/12 ,, 1,000 / 4/12 ,, 666
Douglas, Andrew Snape	Mar. 1807	21	Jan. 1809	20	5 Jan. 1829	1,100	15 Sept. 1829	706	–	6/12 ,, 550 / 6/12 ,, 550
Turner, William	5 Jan. 1809	32	6 April 1824	17	20 May 1841	3,600	14 June 1841	900	–	8/12 ,, 2,400 / 5/12 ,, 1,500
Seymour, Sir G. H.	Mar. 1817	37	4 Nov. 1823	24	10 Oct. 1854	6,000	14 April 1848	1,300	–	9/12 ,, 4,500 / 6/12 ,, 3,000
Ilchester, Earl of	Dec. 1816	32	8 Mar. 1825	23	5 Jan. 1849	2,600	18 Aug. 1848	900	–	6/12 ,, 1,793 / 6/12 ,, 1,300
Pakenham, Right Hon. Sir Richard	15 Oct. 1817	38	6 Feb. 1824	31	25 Oct. 1855	4,000	22 Mar. 1849 / 30 Nov. 1855	1,300	–	9/12 ,, 3,000 / 8/12 ,, 2,666
Dunfermline, Lord	1821	37	19 Aug. 1828	30	28 Oct. 1858	3,600	28 Nov. 1849 / Sept. 1858	1,300	–	9/12 ,, 2,700 / 8/12 ,, 2,400
Ouseley, Sir W. G.	13 Nov. 1817	29	1 June 1828	25	2 Sept. 1847	3,000	18 Dec. 1849 / 12 Dec. 1853	700	–	7/12 ,, 1,750 / 7/12 ,, 1,750
Howard de Walden, Lord	10 Oct. 1822	38	21 Sept. 1832	17	(Now employed)	3,600	7 Feb. 1850	1,300	–	8/12 ,, 2,700 / 5/12 ,, 1,500
Bankhead, Charles	5 July 1814	36	7 Jan. 1826	25	5 April 1851	3,600	25 July 1851	700	–	8/12 ,, 2,700 / 7/12 ,, 2,100
Browne, Peter	4 Nov. 1823	29	4 Nov. 1823	29	5 Jan. 1853	750	26 May 1853	700	–	7/12 ,, 437 / 7/12 ,, 437
Sheil, Sir Justin	16 Feb. 1836	18	16 Feb. 1836	18	2 Sept. 1854	5,000	21 Oct. 1854	1,300	†	18/60 ,, 1,500 / 18/60 ,, 1,500
Bulwer, Right Hon. Sir Henry	30 Aug. 1827	33	27 Nov. 1835	19	(Now employed)	2,000	25 April 1855	1,300	–	8/12 ,, 5,333 / 5/12 ,, 875
Bligh, Hon. John D.	Oct. 1820	35	7 Sept. 1829	26	14 June 1856	3,000	14 July 1856	900	–	9/12 ,, 2,250 / 5/12 ,, 1,250
Doyle, Percy Wm.	2 June 1825	32	30 Nov. 1842	15	18 Feb. 1858	3,600	27 Feb. 1858	700	–	8/12 ,, 2,400 / 3/12 ,, 900
Waller, Sir Thos. W.	20 Dec. 1826	31	5 April 1834	24	22 Nov. 1858	750	21 Sept. 1858	700	–	8/12 ,, 500 / 5/12 ,, 312
Edgcumbe, Hon. George	5 April 1821	38	1 Jan. 1828	31	17 June 1859	750	18 June 1859	700	–	8/12 ,, 562 / 8/12 ,, 500
Forbes, Hon. F. R.	July 1812	47	29 July 1817	42	1 Sept. 1859	4,000	1 Nov. 1859	900	–	11/12 ,, 3,666 / 10/12 ,, 3,333
Scarlett, Hon. P. C.	10 Oct. 1825	34	3 April 1844	16	24 Mar. 1860	2,000	8 May 1860	700	–	8/12 ,, 1,333 / 5/12 ,, 875
Hodges, Sir George L.	30 Jan. 1837	23	27 Sept. 1839	21	30 June 1860	1,500	27 June 1860	700	–	† 21/60 ,, 525 / † 21/60 ,, 525
								21,884		51,372 / 34,439

* Unemployed as Ambassador at Constantinople from 26 July 1829 to 31 October 1841: but during this interval he was employed on two occasions upon Special Missions, 1st, to Turkey, 30 October 1831; 2dly, to Spain, 30 December 1832.

‡ The Act of July 1834 allows 4-12ths for a period of service of "10 years and upwards, and under 15 years," to persons who entered the service prior to 5 August 1829.

Foreign Office, 31 May 1861.

J. Lenox-Conyngham.

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Appendix, No. 6.

Circular, No. 25.

My Lord,

Sir,

Foreign Office, 6 May 1861.

I ENCLOSE herewith, for your information, and to be deposited in the archives of your Mission, copies of a Circular Despatch, which I have addressed to Her Majesty's Consuls, explanatory of the relation in which Her Majesty's Consular Servants stand towards Her Majesty's Missions in the country where they reside, and of their duties towards Her Majesty's Diplomatic Representatives.

I am, &c.

Her Majesty's Ambassadors and Ministers.

(signed) *J. Russell.*

In Circular, No. 25.

Sir,

Foreign Office, 2 May 1861.

As I have reason to suppose that some misapprehension prevails in regard to the relation in which Her Majesty's Consular Servants stand towards Her Majesty's Missions in the country where they reside, I think it necessary to call the attention of all Consular Officers to the general principle on that point, which is to be deduced from the 8th section of the General Consular Instructions; and further, to point out to them that the Consular Service is in all matters strictly subordinate to the Diplomatic Service, and that the Diplomatic Representative of Her Majesty is subject to the authority of the Secretary of State, invested with full authority and control over all Her Majesty's Consular Servants, in the country in which he and they reside.

It follows, from this, that it is the duty of Her Majesty's Consuls to keep Her Majesty's Representative, under whose control they are placed, fully informed on all matters, political as well as commercial, which may come under their observation; and they should accordingly furnish him, simultaneously with the despatch of the originals, with copies of all despatches, except merely formal returns, which they may address to this office.

If, however, any such despatches relate to matters of a confidential character, and may not, therefore, be properly confided to the ordinary post, the Consuls will defer sending copies of them to Her Majesty's Diplomatic Representative until such time as they shall have a safe opportunity for doing so.

In like manner it is the duty of Her Majesty's Consuls at once to execute any instructions which they may receive from Her Majesty's Diplomatic Representatives, if such instructions are not inconsistent with, or at variance with, any special instructions they may have received from this office; but if in consequence of any such inconsistency or variance, and giving due consideration to the peculiar circumstances of each case, Her Majesty's Consuls should feel doubts as to the propriety of carrying out the instructions of Her Majesty's Diplomatic Representative, they will lay before him their doubts, and the grounds thereof; and if notwithstanding, Her Majesty's Representative should repeat his instructions, the Consular officer must obey them.

Her Majesty's Consuls will further understand, that in any doubtful cases they are to refer to Her Majesty's Representative for advice and directions how to act, and they will be guided by such advice and directions, unless instructions from this office, of a more recent date, should prescribe a different course.

I am, &c.

Her Majesty's Consul.

(signed) *J. Russell.*

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Civil Service Commission, S. W.

a candidate for appointment as
having stated that you are well acquainted with him,

I am directed by the Civil Service Commissioners to request that you will oblige them by filling up and returning to me, in the enclosed envelope, the "Statement" hereto annexed. The postage need not be paid.

I am to add that your answer will, if you desire it, be regarded as confidential, and that the word "confidential" should in that case be written on the envelope.

The favour of an early answer is requested.

I am, &c.

STATEMENT respecting a Candidate for appointment as

QUESTIONS.	ANSWERS.
1. Are you related to the candidate; if so, what is the relationship?	
2. Are you well acquainted with the candidate?	
3. From what circumstances does your knowledge of him arise?	
4. How long have you known him?	
5. What have been the places of his education?	
6. If he has had employment, can you give the names and addresses of his employers?	
7. Is he strictly honest? „ sober? „ intelligent? „ diligent?	
8. What has been the state of his health since you have known him?	
9. Do you believe him to be free from pecuniary embarrassments?	
10. Has he, to your knowledge, been bankrupt or insolvent?	
11. Are you aware of any circumstance tending to disqualify him for the situation which he now seeks?	
12. Would you yourself trust him with employment requiring undoubted honesty, and would you recommend him for such to your personal friends?	

Signature _____

Address _____

Date _____

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Appendix, No. 7.

Appendix, No. 7.

PAPER delivered in by *Edmund Hammond*, Esq.

QUALIFICATIONS required in PERSONS appointed to the Situation of QUEEN'S FOREIGN SERVICE MESSENGER.

1. THAT they are between the age of 25 and 35, both complete.
2. That they are British subjects.
3. That they have such a knowledge of either French, German, or Italian, as will enable them to make themselves understood in regard to such matters as concern their duties on the road; those duties being to convey the Despatches entrusted to them safely and expeditiously by whatever means they may have occasion to travel.
4. That they have such a knowledge of the first four rules of arithmetic as will enable them to make out their accounts in the simplest form.
5. That they are able to ride and competent to perform journeys on horseback.
6. That they possess sound bodily health.

Appendix, No. 8.

Appendix, No. 8.

PAPER delivered in by *Edmund Hammond*, Esq.

COMPARATIVE STATEMENT of Paid and Unpaid ATTACHES, 1853–1861.

	Paid Attachés.	Attachés.
1853 - - -	29	28
1854 - - -	30	27
1855 - - -	29	30
1856 - - -	31	36
1857 - - -	30	36
1858 - - -	31	38
1859 - - -	35	37
1860 - - -	34	44
1861 - - -	37	44

In this Statement no account is taken of persons only temporarily or honorarily attached.

Foreign Office, 5 June 1861.

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Appendix, No. 9.

COPY of Colonel CADOGAN'S REPORT on FOREIGN MILITARY CORRESPONDENCE SYSTEM. Appendix, No. 9.

My Lord, Turin, 13 May 1860.

HAVING understood from your Lordship that such observations as I might be enabled to offer on the subject of foreign military correspondence would not be unacceptable at the present moment, I hasten to the best of my ability to comply with your Lordship's request. Assuming that a certain amount of military intelligence from abroad is vitally necessary to any Government, whatever its form, geographical position, or peculiarities, I shall commence by stating what this necessary intelligence may be supposed to consist in, and in the next place consider how far our own system is calculated to supply it, and what inducements may present themselves for modifying and enlarging this branch of the public service.

The uses of military information and correspondence may be classed under two heads; those which affect a period of actual hostilities or war uses, and those which may be called peace uses, and which exist at all times.

Uses of military correspondence.

The first involve early and accurate intelligence as to the operations and prospects of armies in the field, and where England is a belligerent official communication between her armies and those of her allies.

War uses.

A.

The latter consist in timely intelligence as to the military preparations of other powers, either as against ourselves or each other, and in the application to our own purposes of foreign experiences in every branch of military science, practice, and economy.

B.

Peace uses.

It is hardly necessary to dwell on the importance of the wide field thus opened, both as regards our political relations to other countries, and its vital bearing on the efficiency of our own military institutions. I shall, therefore, proceed at once to examine the action of the system in force hitherto for arriving at the required information.

Of the two classes into which I have divided the services to be rendered, that alone which relates to war time has been hitherto considered by British Governments as requiring the employment of military officers. It is true that one or two exceptional posts of this character have been maintained from particular motives in ordinary times, but it may not the less be said that, as a general rule, the collection and transmission of military information to Government rests entirely with Her Majesty's diplomatic missions.

Our own system in collecting military intelligence.

War requirements alone provided for.

C.

Speaking merely of the duties thus performed, I venture to offer the following observations:—

That a diplomatic functionary, however talented and whatever his opportunities, may not on all occasions be able to estimate and draw correct conclusions from what he sees going on around him, or the information he receives on military matters.

Objections to intelligence from private sources.

D.

But should his natural aptitudes be such as to lead to the desired end on general points, it may yet be safely asserted that in detail and technical matters he cannot possibly satisfy the demands of a well-understood system of military information, without having recourse to extraneous aid.

Diplomatic agents cannot always estimate information received.

Extraneous aid has to be called in.

To information thus obtained, it may be objected that it is costly when paid for, and open to suspicion at all times.

E.

Objections to aid so procured.

But apart from these considerations, information derived from private sources offering no certain reference or authority, it cannot be turned to account in questions submitted to open inquiry, and from the absence of a competent agent on the spot where the evidence is to be procured, special commissions have to be instituted from time to time, to inquire into the practice of foreign armies on certain points, which have the disadvantage of being local and temporary in their action, tardy in their results, and so expensive as naturally to limit the number of subjects thus gone into.

Information from secret sources frequently inapplicable.

F.

Special missions.

Their disadvantages.

But the objections that might be urged against our present system of collecting information are not confined to that part of the work which, as a rule, is unprovided for, by the appointment of military officers.

Even where professional services are habitually and unavoidably called in, the following observations may be made.

Objections to our system even when officers are employed.

That under our present system, officers appointed to accompany foreign armies in the field, whatever their professional abilities, must go to their work, in most cases, without that previous acquaintance with the language, character, institutions, and commanders of the army they are to follow, which is so necessary to the successful performance of the duties entrusted to them.

G.

They go to their work unprepared.

That, ceasing with the emergency which caused them, the footing gained by an officer in the execution of these temporary functions, and which might lead to valuable results for the future, is lost to Government.

The footing they gain is lost when mission ceases.

H.

That, created generally at the last moment, when difficulties have to be surmounted at all cost, these improvised posts become expensive, whilst, from the additional labour attending on a new position, they are comparatively unproductive, especially of detailed information.

Expense of emergency appointments.

They are comparatively unproductive.

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Appendix, No. 9.

They are open to question at home and suspicion abroad.

To the above considerations may be added the general one, that occurring at rare intervals, and forming no part of a permanent and well-recognised system, these appointments, however desirable in many respects, are subject, at certain times and in peculiar circumstances, to comment at home and suspicion abroad, causes which may be assumed to act both on the creation of such posts and on their efficiency.

Importance of regularity in management.

I have hitherto spoken merely as regards the agency employed in the collection of military intelligence; I now proceed to a subject not less important, the mechanism whereby such intelligence is made available to the public service. Too much stress cannot be laid on this point, embracing, as it does, the sole conditions that can make any system whatever in such matters thoroughly remunerative to the State.

Necessary conditions for efficiency.

System should produce a complete and universal journal of military matters.

It should be remembered, that much valuable and costly information may, from its isolated nature or untimely arrival, be completely lost for practical purposes, and that no system can be said to be complete which does not combine with early and accurate information from all quarters that direction and centralization at home which alone offers a sure and immediate reference on all subjects of military interest abroad.

Reference to Sardinian report.

We have already the description of office wanted.

Topographical Office, Spring Gardens.

That such is the aim attained by other nations I conceive to be demonstrated in the Despatch on the subject of the Sardinian military information system, which I had the honour of forwarding to your Lordship on the 9th March last. Fortunately, however, it will not be necessary for me to enlarge on whatever of desultory action our system may have had hitherto, insomuch as under the auspices of the War Department an office has lately been created for the express purpose of collecting and classifying topographical, statistical, and military information of every description. I had the satisfaction of visiting this office during my stay in London, and of ascertaining that every principle was adopted that could tend towards making such an establishment a great and valuable addition to the service, and one likely to realise all the requirements above alluded to. But I should not be performing my duty to your Lordship, were I not to state that the able and well directed measures thus set on foot for the classification of the information received contrasted greatly with the information itself; the desultory and insufficient nature of which baffled for the moment all efforts at obtaining therefrom anything like a desirable result.

Proper information wanted there.

Opinions of Sir E. Lugard and Sir H. James.

I believe I may appeal to the opinion of Major General Sir Edmond Lugard, as also to those of Sir H. James, and Captain Petre, who are more immediately connected with this office, in saying that no satisfactory result can well be expected until the agency for procuring military information is as fully organized as the means for rendering it available.

How far desirable to make military appointments.

If the remarks made hitherto therefore are worthy of any attention, a question may arise of how far it would be desirable to substitute for the present state of things a system based on the employment of military officers permanently attached to our different embassies and legations. The considerations involved in such a question may be said to turn on three principal points, political advisability, working efficiency, and economy.

Political reasons for military appointments.

Guarantee for peace.

On the first of these points taken in a general sense, it may be adduced that the more an international system is promoted which professes as far as its action goes to disarm military preparations of their secresy, the greater will be the guarantee for peace; and it may further be added, that supposing any inequality to exist in the benefit to be derived from such a system by different nations, the advantage would lean to the side of the less inherently military countries, and of those who are less constitutionally inclined to disturb the peace of Europe.

Advantage of reciprocity with other countries in favour of England.

But a still stronger argument may perhaps be found in the move made by other powers in the very service I am treating of.

I.

Example of other nations on the subject of military appointments.

France, Russia, Austria, Prussia, and Sardinia, have not only long since taken the lead in matters connected with this service, but either have sent, or contemplate sending, military officers to be attached to their different embassies or missions.

J.

England pledged by her own acts to admit foreign military envoys.

Would stand at disadvantage by sending none.

England may be said to be pledged to the principle of such posts, as far as acceptance goes, by her own practice; any neglect, therefore, of her rights of reciprocity in such matters, would leave her at an obvious disadvantage.

Advantage of regular system.

The efficiency of a regular system is represented in the superiority of professional over unprofessional information.

Superiority of information.

Reliability of ditto.

In its reliability as coming from a known and responsible source.

Quantity of ditto.

In the unlimited command of subjects to be gone into without increased expense, and the advantage which a permanent residence gives for following them out.

Facility for ditto.

In insuring at all times to Government the services of an officer in the field thoroughly conversant with his duties and with the army whose operations he is to report on.

Officers prepared for their work.

In marking out his position so plainly, that no unnecessary suspicion is attached to or impedes his functions.

Securing position and efficiency of officer.

K.

Hope of employment induces officers to qualify for duties.

In holding out the prospect of regular employment as an inducement to officers to qualify themselves by study and travel for the peculiar and multifarious attainments required for the proper performance of these duties.

Information simultaneous from different quarters.

Finally, from the power of commanding information from many quarters at once, on the same question, and the general advantage which control and direction must bring with it in the performance of any work whatever.

Economy of regular system.

As regards the question of economy, I am compelled to speak with that amount of reservation which springs from the absence of evidence which could best be procured by reference to the department of which your Lordship is the head, and by returns of the sums expended

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expended on special military commissions emanating from the War authorities; but, speaking of that which I have been able to gather on this subject, I would submit as a question worth going into whether the cost of military information as at present collected, by means of the secret service fund, does not alone exceed the expense that would be incurred by the maintenance of military attachés at all necessary points of Europe, setting such an establishment at the rate of from 6,000*l.* to 10,000*l.* annually.

Returns that might be appealed to.

Expense of present system supposed to exceed regular establishment.

Having now glanced over the principal points of interest connected with the subject I am charged by your Lordship to investigate, I shall venture in conclusion on a few suggestions which, crude as they must be at the present moment, may nevertheless serve to illustrate the facts and arguments contained in this Report; I would suggest—

L.

Approximative estimate of cost for regular system.

Rough plan for organizing regular service.

1. That military secretaries or attachés be employed at at least four of the principal Courts of Europe; these posts to be held by field officers.

Major posts.

2. That the functions of these posts be not of necessity confined to one Court, but comprise a district, to be regulated by the necessities of the case; thus the officer at Paris might report for Belgium, &c. Vienna might include Berlin, Dresden, and Munich, Turin, Spain, and Naples, &c. &c.

M.

Foreign countries to be classed in districts.

3. That a certain number of minor posts be created, with the rank of captain, and disposed of on points of less importance, or as assistants to the major posts in time of war, or whenever a considerable amount of technical detail work is required, as during manœuvres, &c.

Minor posts.

4. That young officers be from time to time attached for short periods to these different missions, on the principle of unpaid attachés, with a view to qualifying themselves for future employment.

Unpaid military attachés.

5. That the correspondence between these military missions and Government be carried on as hitherto, through Her Majesty's Principal Secretary of State for Foreign Affairs, but with a direct communication under flying seal with the War Office also. Thus a Despatch marked "War Office," would contain technical details in support of the more general information conveyed in another form, to the Minister for Foreign Affairs, but not necessary to the archives of his department. After being glanced at, therefore, it could be sent on uncopied to the department whose duty it is to class it for future reference. The object of this or any similar measure being to favour the supervision and centralisation of military information by the War Office, without interfering with the claims of the Foreign Department; and in this respect the action of the proposed arrangement would resemble much the system followed out in other countries, where the war authorities, when they have not the complete control of, have, at any rate, direct communication with the officers employed.

Channel of correspondence.

N.

Direct to Foreign Office, and through Foreign Office also to War Office.

Despatches passed on for classification at War Office.

Practice of other countries in the above respect.

I have now, my Lord, come to the close of a report which I have not made more abundant in detail from the feeling that were Her Majesty's Government at any time to contemplate making any material alteration in the present system of military correspondence, more evidence would be required than it would be in my power to produce for your Lordship's consideration with the means at my command, and within a limited time, but I need scarcely add, that were it in my power to be of any use my humble services will ever be at the disposal of your Lordship.

Reasons for not going more into detail.

I have, &c.
(signed) *G. Cadogan.*

The Right Hon. Lord John Russell.

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I N D E X.

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2. *Question of a Fixed or Limited Number.*
3. *Whether to commence Service at the larger or smaller Courts.*
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13. *Unpaid Attachés considered Public Servants.*
14. *As to Attachés being termed Secretaries.*
15. *Question of Payment of Attachés from the Date of Appointment, or after a short Probation.*

1. *As*

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1. *Generally as to the Staff, and the Conduct of the Business:*

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Wurtemberg. Memorandum by Baron Hügel, dated 9 January 1861, respecting the diplomatic service of Wurtmberg, *App.* 456, 457.

Wyse, Sir T. Communication from Sir T. Wyse to Lord John Russell, dated Athens, 20th March 1860, setting forth his views as to the alterations desirable in the diplomatic service of this country, *App.* 457-459.

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